

PROGRESS GUIDE AND GENERAL PLAN
FOR THE CITY OF SAN DIEGO

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Adopted February 26, 1979
by Council Resolution 222918

AMENDMENTS THROUGH JANUARY 27, 1987


1. Preface. Added July 2, 1985, by Council Resolution 263593.
2. Introduction. Section entitled "San Diego Today: A Socio-Economic Profile" (pages 10 through 12) replaced in its entirety by revision approved December 13, 1983, by Council Resolution 259840.
3. Guidelines For Future Development:
 - a. Section entitled "Future Urbanizing Areas" (page 24) amended by Proposition A, the Managed Growth Initiative, enacted by the electorate on November 5, 1985.
 - b. Phased Development Areas Map (page 25) replaced by updated map reflecting Council actions through January 27, 1987.
 - c. Section entitled "Prospective Annexation Areas" (text and map) added December 15, 1981, by Council Resolution 255519.
4. Housing Element:
 - a. Entire element (pages 31 through 47) replaced by comprehensive revision approved September 29, 1981, by Council Resolution 255111.
 - b. Comprehensive 1981 revision amended December 17, 1985, by Council Resolution 264743.
 - c. Entire revised element replaced by comprehensive revision approved March 3, 1986, by Council Resolution 265181.
5. Transportation Element. Entire element (pages 49 through 67) replaced by comprehensive revision approved March 5, 1985, by Council Resolution 262664.
6. Open Space Element. Section entitled "Open Space Preservation and Development of Sensitive Land" and "Urban Form Considerations" added December 11, 1984, by Council Resolution 262128.

7. Appendix. Community Planning Areas Map (page 207) replaced by updated map reflecting Council actions through December, 1985.
8. General Plan Map. Map (insert) updated to reflect Council actions through January 27, 1987. Included are revised land use and transportation system designations and City boundary changes resulting from the adopted/amended area plans and governmental reorganizations itemized below:
 - a. Amendments September 23, 1980, by Council Resolution 252722 to reflect:
 1. South Bay Terraces Community Plan approved December 12, 1978;
 2. Greater Golden Hill Precise Plan approved February 13, 1979;
 3. Barrio Logan/Harbor 101 Community Plan approved June 26, 1979;
 4. Carmel Valley Precise Plan approved October 22, 1979;
 5. Miramar Ranch North Community Plan approved March 4, 1980;
 6. Meanly/Floe Annexation effective July 17, 1979; and
 7. Fenton Materials Annexation effective August 8, 1979.
 - b. Amendments December 15, 1981, by Council Resolution 255519 to reflect:
 1. Rancho Carmel Community Plan approved March 16, 1981;
 2. Otay Mesa Community Plan approved April 27, 1981;
 3. Otay Mesa-Nestor Community Plan approved August 25, 1981;
 4. Mira Mesa Community Plan approved August 25, 1981;
 5. Rancho Bernardo Community Plan Amendments approved March 16 and June 16, 1981;
 6. La Jolla Shores Precise Plan Amendment approved May 18, 1981;
 7. Kaiser-Mission Gorge Annexation effective June 19, 1980; and
 8. Santee City Detachments effective December 1, 1980.
 - c. Amendment June 22, 1982, by Council Resolution 256627 to redesignate land uses at North Chollas.
 - d. Amendments July 27, 1982, by Council Resolution 256901 to reflect:

1. Fairbanks Country Club Specific Plan approved March 30, 1982;
 2. University Community Plan Amendment approved April 13, 1982;
 3. La Jolla Shores Precise Plan Amendment approved February 2, 1982;
 4. Tierrasanta Community Plan Amendment approved July 27, 1982; and
 5. V.R. Dennis Annexation effective June 9, 1982.
- e. Amendments December 14, 1982, by Council Resolution 257675 to reflect:
1. Sabre Springs Community Plan approved August 10, 1982;
 2. University Community Plan Amendment approved October 26, 1982;
 3. First San Diego River Improvement Project Specific Plan approved November 16, 1982;
 4. Southeast San Diego Community Plan Amendment approved November 9, 1982;
 5. Navajo Community Plan approved December 7, 1982;
 6. North City West Community Plan Amendment/ Neighborhoods 4, 5, and 6 approved December 14, 1982; and
 7. Mission Trails Regional Park Reorganization effective November 9, 1982.
- f. Amendment March 8, 1983, by Council Resolution 258076 to reflect the Sorrento Hills Community Plan approved on same date.
- g. Amendments December 13, 1983, by Council Resolution 259840 to reflect:
1. Tia Juana River Valley Community Plan Amendment approved January 18, 1983;
 2. Otay Mesa-Nestor Community Plan Amendments approved January 18 and April 19, 1983;
 3. Tecolote Canyon Natural Park Master Plan approved May 24, 1983;
 4. University Community Plan Amendment approved June 21, 1983;
 5. Linda Vista Community Plan Amendment approved July 12, 1983;
 6. First San Diego River Improvement Project Specific Plan Amendment approved July 19, 1983;
 7. Mira Mesa Community Plan Amendment approved September 13, 1983;
 8. North City West Community Plan Amendment/Employment Center approved September 13, 1983;

9. North City West Community Plan Amendment/ Neighborhood 7 approved October 18, 1983;
 10. Fairbanks Country Club Annexation effective February 1, 1983;
 11. Hillsborough East Annexation effective March 15, 1983; and
 12. Mission Gorge No. 2 Annexation effective August 11, 1983.
- h. Amendments December 11, 1984, by Council Resolution 262127 to reflect:
1. North City West Community Plan Amendment/ Neighborhood 8 approved March 20, 1984;
 2. Otay Mesa-Nestor Community Plan Amendment approved April 10, 1984;
 3. Via de la Valle Specific Plan approved April 24, 1984;
 4. Navajo Community Plan Amendment approved July 3, 1984;
 5. Carmel Mountain Ranch Community Plan approved August 14, 1984;
 6. Otay International Center Precise Plan approved October 1, 1984; and
 7. Lower Mission Gorge Reorganization effective April 24, 1984
- i. Amendments July 2, 1985, by Council Resolution 263593 to reflect:
1. Northside Specific Plan approved October 30, 1984;
 2. San Dieguito River Regional Plan approved October 30, 1984;
 3. Mid-City Community Plan Amendment approved December 4, 1984;
 4. Carmel Valley Neighborhood 4, 5, and 6 Precise Plan Amendment approved December 18, 1984;
 5. Black Horse Farms and Center Specific Plan approved January 8, 1985;
 6. University Community Plan Amendment approved January 8, 1985;
 7. Otay Mesa Reorganization effective March 14, 1985;
 8. M.V. Associates Reorganization effective March 21, 1985; and
 9. Daley Island Reorganization effective March 25, 1985.
- j. Amendments December 17, 1985, by Council Resolution 264741 to reflect:
1. Mission Valley Community Plan approved June 25, 1985;

2. 1962 East Mission Valley Area Plan rescission approved June 25, 1985;
 3. 1968 Revised East Mission Valley Area Plan rescission approved June 25, 1985;
 4. Serra Mesa Community Plan Amendment approved June 25, 1985;
 5. Linda Vista Community Plan Amendment approved June 25, 1985;
 6. University Community Plan Amendment approved August 20, 1985;
 7. Mira Mesa Community Plan Amendment approved August 20, 1985;
 8. Mission Trails Regional Park Master Development Plan approved April 29, 1985;
 9. Tierrasanta Community Plan Amendment approved April 29, 1985;
 10. East Elliott Community Plan Amendment approved April 29, 1985; and
 11. Valley Road Reorganization effective August 1, 1985.
- k. Amendments June 17, 1986, by Council Resolution 266026 to reflect:
1. Midway Community Plan Amendment approved December 3, 1985;
 2. Midway Community Plan Amendment approved March 11, 1986;
 3. Otay Mesa-Nestor Community Plan Amendment approved November 26, 1985;
 4. Otay Mesa-Nestor Community Plan Amendment approved March 17, 1986;
 5. San Ysidro Community Plan Amendment approved November 19, 1985;
 6. Serra Mesa Community Plan Amendment approved June 17, 1986;
 7. Southeast San Diego Community Plan Amendment approved April 1, 1986;
 8. Tierrasanta Community Plan Amendment approved June 17, 1986;
 9. University Community Plan Amendment approved November 26, 1985; and
 10. Uptown Community Plan Amendment approved November 26, 1985.
1. Amendment January 27, 1987, by Council Resolution 267563 to reflect Penasquitos East Community Plan Amendment approved January 27, 1987.



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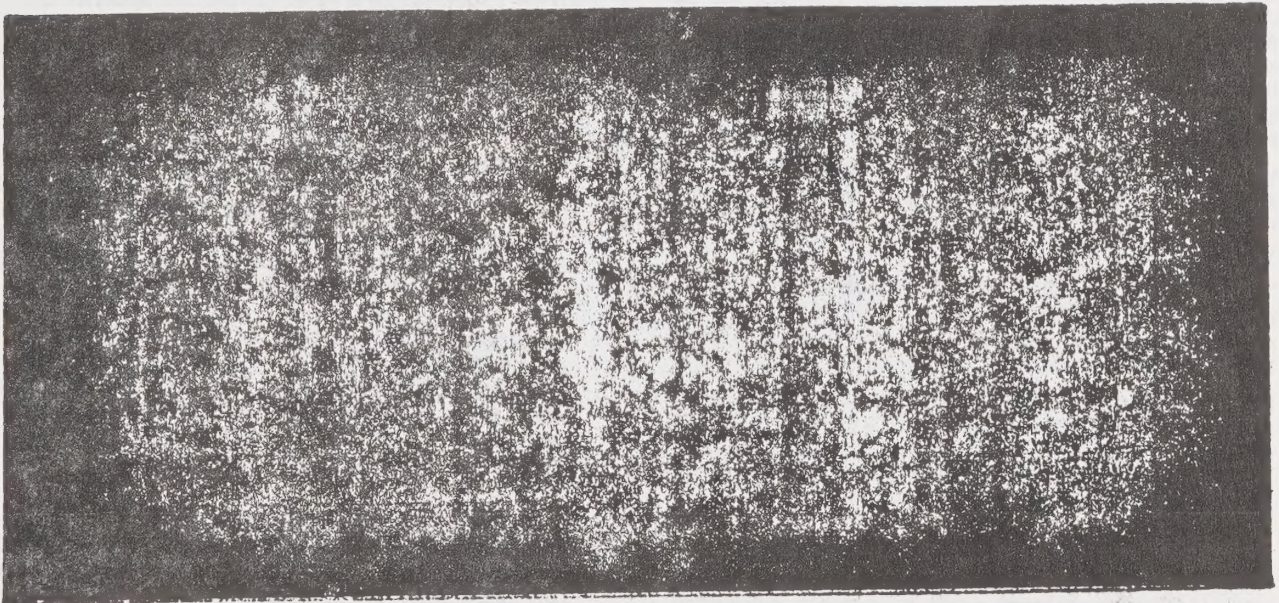
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Preface

A modern General Plan for the City of San Diego was initially adopted by the Council and ratified by the voters in 1967. Following a comprehensive review over several years, the current Progress Guide and General Plan was adopted in 1979. But the first real master plan for San Diego predates these modern efforts by nearly 60 years. John Nolen and his 1908 "San Diego: A Comprehensive Plan for Its Improvement" are clearly the

progenitors of planners and plans, respectively, for San Diego.

The following article by Roger Showley, together with excerpts from the original Nolen plan, was originally published in the *San Diego Union*, January 9, 1983. With the kind permission of the *Union*, it is reprinted here to provide a historical context for the current General Plan.



THE NOLEN PLAN

By ROGER SHOWLEY

Staff Writer, The San Diego Union

NO STREET BEARS HIS NAME, DESPITE HIS WORK IN PLOTTING WHERE STREETS SHOULD GO. NO MONUMENTS HONOR HIM IN CITY PARKS, THOUGH HE WAS THE FIRST TO MAP A SYSTEM OF PARKS IN THE COUNTY.

THOUGH LARGELY FORGOTTEN, JOHN NOLEN DEvised THE CITY'S FIRST COMPREHENSIVE PLAN THREE-QUARTERS OF A CENTURY AGO, AIMED AT ATTRACTING TOURISTS, ACCOMMODATING BUSINESS AND PROVIDING A SETTING FOR THOUSANDS OF IMMIGRANTS IN SEARCH OF A SUNBELT LIFESTYLE.

THE SAN DIEGO THAT THIS CAMBRIDGE, MASS., LANDSCAPE ARCHITECT ENCOUNTERED IN 1908 WAS HOME TO ONLY 35,000 PEOPLE — NOT LARGE ENOUGH TO BE RANKED IN THE 100 LARGEST CITIES IN THE U.S.; VISTA HAS MORE RESIDENTS TODAY THAN SAN DIEGO DID THEN. IT WAS A SPUR ON A RAILROAD LINE; A BYPASSED, SHALLOW PORT; A CITY DEVOID OF PARKS, INDUSTRY AND PROMINENCE.

YET, NOLEN LOOKED BEYOND HIS PRESENT. IN HIS 109-PAGE STUDY, "SAN DIEGO: A COMPREHENSIVE PLAN FOR ITS IMPROVEMENT" — AND ITS SEQUEL SUBMITTED 18 YEARS LATER — HE SAW THE FUTURE.

"THE PRESENT CITY IS BUT THE NUCLEUS OF THE FUTURE CITY," NOLEN WROTE, "AND THE CITIZENS OF TODAY HAVE AN OPPORTUNITY TO RISE TO THE CALL OF A GREAT AND FINE CONSTRUCTIVE PERIOD."

PETE WILSON INVOKED NOLEN'S VISION IN HIS FAREWELL ADDRESS TO THE CITY AS MAYOR: "NOLEN WAS RIGHT, OF COURSE. WHAT HE WAS SAYING IN 1908 WAS THAT SAN DIEGO MUST EXERCISE FORESIGHT AND TAKE ACTION TO ACCOMMODATE ITS INEVITABLE GROWTH — BEFORE IT OCCURRED."

JOHN L. HANCOCK SAID IN HIS 1964 DOCTORAL THESIS, "NOLEN CAME TO SAN DIEGO ON THE EVE OF HER METROPOLITAN DEVELOPMENT AND, BY VIRTUE OF LOCAL ACCEPTANCE OF HIS TWO PLANS, THE LAST OFFICIALLY, HE IS INDISPUTABLY ITS MODERN PLANNER, THE MAN WHOSE PLANNING PROCEEDED UPON THE ASSUMPTION THAT 'SAN DIEGO IS MORE THAN AN ORDINARY CITY; IT IS THE CENTER OF A REGION AND LENDS ITSELF TO THE REQUIREMENTS OF MODERN DECENTRALIZED DEVELOPMENT.'"

BEFORE NOLEN'S TIME, SUBDIVIDERS AND SPECULATORS WERE THE DE FACTO CITY PLANNERS OF THE WEST; THEY BOUGHT THE LAND, LAID OUT THE STREETS, SOLD OFF LOTS TO INDIVIDUALS AND DEVELOPERS AND WALKED AWAY WITH PROFITS. HOWEVER, THERE WAS NO ONE TO TIE THE ENTREPRENEURS' DREAMS TOGETHER. AND THE CONSEQUENCE WAS ERRATICALLY PLACED CONNECTOR STREETS, SPARSELY LOCATED PARKS AND AN UNRELENTING SERIES OF GRID-SHAPED NEIGHBORHOODS.

AS AN OUTGROWTH OF THE 1890's "CITY BEAUTIFUL" AND 1900's PROGRESSIVE MOVEMENTS, CIVIC LEADERS CAME TO BELIEVE IN COMPREHENSIVE PLANNING AS A WAY TO STEER GROWTH IN A POSITIVE WAY. PLANNING DEPARTMENTS WERE UNKNOWN AND URBAN PLANNING WAS A NEW PROFESSION.

NOLEN PAVED THE WAY FOR THE INTEGRATED PLANNING AND ZONING EFFORTS TAKEN FOR GRANTED TODAY. BY THE TIME OF HIS DEATH IN 1937, NOLEN'S FIRM HAD PREPARED 467 BIG AND SMALL PLANS FOR CITIES ALL OVER THE COUNTRY. "MR. NOLEN WAS THE DEAN OF THE CITY PLANNING PROFESSION IN AMERICA," THE AMERICAN MAGAZINE OF ART EULOGIZED. SAN DIEGO WAS ONE OF HIS FIRST CHALLENGES.

COMPREHENSIVE PLANNING HERE WAS BORN OF A DESIRE IN 1903 TO RELOCATE CITY HALL FROM FIFTH AVENUE AND G STREET TO HORTON PLAZA. GEORGE W. MARSTON, FOUNDER OF THE MARSTON'S DEPARTMENT STORE CHAIN (NOW A PART OF THE BROADWAY CHAIN), PROMPTED THE CHAMBER OF COMMERCE TO FORM A CIVIC IMPROVEMENT COMMITTEE AND HIRE NOLEN (MARSTON COVERED A \$3,500 DEFICIT IN PRINTING COSTS) TO LEND SOME DIRECTION TO SAN DIEGO'S UNMANAGED GROWTH.

MARSTON'S GRANDSON AND DAUGHTER, HAMILTON AND MARY MARSTON, CARRIED ON THE FAMILY TRADITION BY FINANCING THE \$12,000 REPORT, "TEMPORARY PARADISE?" IN 1974 — A STUDY BY URBAN PLANNERS KEVIN LYNCH AND DONALD APPELYARD OF FUTURE OPPORTUNITIES FOR SAN DIEGO DEVELOPMENT.

"IN ORDER TO LIFT OUR EYES AND IMAGINATIONS TO THE LONG-TERM REQUIRES A REALLY STRONG EFFORT," HAMILTON MARSTON SAID. "I THINK THAT IS WHAT NOLEN IN HIS FIRST AND SECOND VISITS AND THE LYNCH-APPELYARD STUDY HAVE CONTRIBUTED. I THINK THE RESULTS WILL BE ONGOING. ALWAYS, OUR REACH IS BEYOND OUR GRASP."

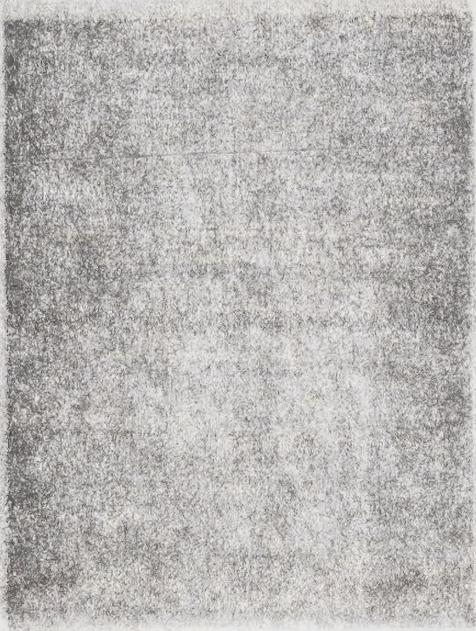
NOLEN'S RECOMMENDATIONS, SUBMITTED IN MARCH 1908, INCLUDED GROUPING PUBLIC BUILDINGS; DEVELOPING THE WATERFRONT INTO A RECREATIONAL AND TRANSPORTATION CENTER; PROVIDING FOR SCATTERED PLAYGROUNDS, WIDE BOULEVARDS AND AVENUES; AND SETTING ASIDE PUBLIC BEACHES AND REGIONAL PARKS.

"THESE RECOMMENDATIONS MAY APPEAR TO PRESENT A HEAVY TASK FOR A CITY THE SIZE OF SAN DIEGO," NOLEN SAID IN THE REPORT'S CONCLUSION. "YET, AFTER CAREFUL CONSIDERATION AND A COMPARISON WITH THE PROGRAMS AND ACHIEVEMENTS OF OTHER CITIES, I BELIEVE THE PROPOSED UNDERTAKINGS ARE ALL OF A REASONABLE NATURE."

"WHEN THEY ARE LOCKED AT FROM THE POINT OF VIEW OF 25 YEARS HENCE, SO FAR AS THAT CAN BE BROUGHT BEFORE THE IMAGINATION, THEY WILL IN MANY RESPECTS BE CONSIDERED INADEQUATE. NO CITY REGRETS ITS ACQUISITION OF PARKS, BUT MANY CITIES REGRET THEIR FAILURE TO ACT IN TIME."

LOOKING BACK, HARRY C. HAELSIG, RETIRED CITY PLANNING DIRECTOR, COMMENTED, "IT WAS A LITTLE VISIONARY. . . WE DIDN'T HAVE MILLIONS OF DOLLARS — WE HAD NICKELS TO SPEND."

THE AFTERMATH OF THE PANAMA CANAL...
 RATHER WAS LONG TERM CITY PLANNING...



IN 1904, AFTER MOVING TO NEW YORK CITY...
 HE WAS ASKED TO WRITE THE CITY PLAN...
 WHICH WAS THE FIRST STEP IN THE...
 PANAMA CANAL EXCHANGE.



IN 1911, THE CITY OF NEW YORK...
 NORTH OF THE CITY...
 THE CITY OF NEW YORK...
 THE CITY OF NEW YORK...

MARSTON, ESPECIALLY NOLEN'S PLANS, WAS...
 IN 1913 AND, IN HIS SECOND...
 HIS OPPONENT BANKER DEVELOPER...
 LOUIS J. WILDE, TACKLED HIM AS "GERMAN...
 GORRY" - THAT IS, STANDING FOR CIVIC BEAUTY -...
 RATHER THAN FAVORING "SMOKESTACKS" - JOBS...
 AND ECONOMIC GROWTH. MARSTON OBJECTED BUT...
 LEFT AND WILDE PRESIDED OVER A FOUR-YEAR...
 PERIOD WHEN WORLD WAR I BROUGHT THE NAVY...
 MARSTON'S AND A SOLID BASE TO THE LOCAL ECONOMY...
 THE PANAMA CANAL OPENED, BUT SHIPPING WENT TO...
 LOS ANGELES AND SAN FRANCISCO, NOT SAN DIEGO.)

FIVE MONTHS AFTER WILDE BEAT MARSTON, THE YEAR-...
 OLD PLANNING COMMISSION RESIGNED UNDER PRES...
 WILDE AND WILDE, INSPIRED BY THE METROPOLIS TO THE...
 NORTH, DECLARED, "LOS ANGELES IS FULL OF YOUTH...
 VISION, IMAGINATION, OPTIMISM, CURIOSITY BOOSTERS...
 AND BRAINS. SAN DIEGO IS FULL OF OLD THOUGHTS...
 RESEMBLING FACILITATING VISIONARY DREAMERS." HE...
 LEFT THE CITY IN 1913 AND DIED THREE YEARS LATER.

MARSTON, ON THE OTHER HAND, LIVED 25 YEARS...
 LONGER TO THE AGE OF 61 AND, THROUGH HIS EFFORTS...
 THE NOLEN APPROACH TO COMPREHENSIVE PLANNING...
 REMAINED ALIVE.

BY 1921, JOHN L. BACON, PUBLISHER OF THE OLD SAN...
 DIEGO INDEPENDENT NEWS PAPER HAD REPLACED WILDE...
 AND RETURNED COMPREHENSIVE PLANNING TO...
 RESPONSIBILITY. NOLEN, IN CONSTANT CORRESPON-...
 DENCE WITH MARSTON, VISITED THE CITY IN JANUARY...
 1922, FINDING HE WAS "MORE ANXIOUS THAN EVER" TO...
 HELP SHAPE SAN DIEGO'S FUTURE A SECOND TIME.

THE SAME YEAR THE CITY HIRED NOLEN FOR \$10,000 TO PRE-...
 PARE A CITY MARKET AND PARKS PLAN. ABOUT 1,000...
 CITIZENS ATTENDED A PUBLIC PRESENTATION OF THE...
 PLANS IN FEBRUARY, 1925, AT AN AMERICAN LEGION...
 SPEECH, WILL ROBERTS EXPRESSED "NOW YOU HAVE A REAL...
 PLAN PREPARED BY NOLEN. DON'T LET ANY PROMINENT...
 CITIZEN GET UP AND TALK YOU OUT OF IT."

COUNCIL APPROVAL CAME IN LESS THAN A MONTH ON...
 MARCH 2 AND NOLEN'S IDEAS BECAME THE CORNER-...
 STONE OF ALL MASTER PLANNING OF THE CITY FOR 42...
 YEARS UNTIL VOTERS ADOPTED A NEW GENERAL PLAN IN...
 1967.

THE SECOND NOLEN PLAN MODIFIED SOME OF THE...
 EARLIER RECOMMENDATIONS AND ADDED A FEW NEW...
 ONES. IT PROPOSED A CIVIC CENTER ON THE WATER-...
 FRONT, AN AIRPORT ON THE HILLSIDES OF SAN DIEGO...
 HAD A REGIONAL GOVERNMENT, A SYSTEM OF PRES-...
 ERVED AND EXCELLENT PARKS, SUBDIVISION AND...
 ZONING REGULATIONS, HISTORIC PRESERVATION AND...
 CAPITAL IMPROVEMENT BUDGETING.

THE FIRST RECOMMENDATIONS WERE MORE STRONG ON...
 THE SUBURBAN DEVELOPMENT 40 YEARS LATER. NOLEN...
 DID NOT COUNT ON THE DEPRESSION, WORLD WAR II...
 THE GROWTH OF MILITARY, GOVERNMENT, SUBURBS AND...
 SHOPPING CENTERS. "I CAN IMAGINE" THINK TANKS...
 AND THE "GROWTH AND PROGRESS" PRINCIPLES WERE SO...
 BASIC THAT THEY SPARKED BOMBING ACTIONS IN MANY...
 CITIES. ACCORDING TO CITY PLANNING DIRECTOR JACK...
 VAN DUSEN, A DECADE OR 20 YEARS IN THE PLANNING...
 DEPARTMENT.

GROWTHINGS OF PUBLIC BUILDINGS - NOLEN...
 PROPOSED A "CIVIC CENTER" LOCATION FOR A CIVIC...
 CENTER IN 1925 AND 10 YEARS LATER WHAT IS NOW THE...
 CITY OF SAN DIEGO'S NEW WATER PLANT ON PACIFIC...
 STREET, A "CIVIC CENTER" AT THE BALDWIN ROAD...
 AND A "CIVIC CENTER" DEPRESSION DEPARTMENT.

WHEN THE VOTERS REJECTED A WASHINGTON, D.C.-TYPE MALL EASTWARD ALONG CEDAR STREET IN THE 1940's AND '50's, SCHOOL, COUNTY AND CITY OFFICES WERE BUILT ON SCATTERED SITES. BUT TODAY, MAJOR FEDERAL (1974), STATE (1983), COUNTY (1981) AND CITY (1984) BUILDINGS LIE WITHIN A THREE-BLOCK RADIUS OF NOLEN'S 1908 CIVIC CENTER SITE AT BROADWAY AND FRONT STREET.

IN RETROSPECT, VAN CLEAVE SAID, IT MAY NOT HAVE BEEN SUCH A GOOD IDEA TO CONCENTRATE PUBLIC OFFICE BUILDINGS IN ONE PLACE. "IT WOULD HAVE BEEN FOR A CHRISTMAS TREE LANE, PERHAPS, BUT THAT'S ABOUT THE ONLY ACTIVITY AT NIGHT. SO, OUR CONCEPT NOW IS TO TRY TO MAKE DOWNTOWN LIVING DAY AND NIGHT."

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HIGHWAYS — HAELSIG, WHO BEGAN AS A CITY ENGINEER IN 1928 AND RETIRED IN 1964 AS PLANNING DIRECTOR, SAID HE BASED THE CITY'S 1931 MAJOR STREET SYSTEM ON NOLEN'S CONCEPTS. STATE 163 THROUGH BALBOA PARK IS ONE EXAMPLE: WIDENING OF PACIFIC HIGHWAY AND MISSION VALLEY ROAD (THE PRECURSORS DISTRICT'S MASTER PLAN).

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PARKS — NOLEN FORESAW THAT THE CITY WOULD OVERTAX BALBOA PARK'S RECREATIONAL RESOURCES AND PROPOSED A SERIES OF REGIONAL AND NEIGHBORHOOD PARKS AND PLAYGROUNDS. HE DESIGNED PRESIDIO PARK FOR GEORGE MARSTON, WHO DONATED IT TO THE CITY IN 1937.

GLENN A. RICK, HAELSIG'S PREDECESSOR, PLANNED MISSION BAY PARK — ANOTHER NOLEN IDEA — ALMOST SINGLE-HANDEDLY, HAELSIG SAID, AND HELPED DEDICATE IT IN 1949. OLD TOWN, THE RESTORED SAN DIEGO MISSION DE ALCALA, TORREY PINES, ANZA-BORREGO, CABRILLO NATIONAL MONUMENT, LA JOLLA SHORES, SAN CLEMENTE CANYON, CORONADO'S SILVER STRAND AND PRESERVED LAGOONS IN NORTH COUNTY WERE PART OF NOLEN'S PLAN. MISSION TRAILS REGIONAL PARK AROUND COWLES MOUNTAIN IS BUT THE LATEST ADDITION, VAN CLEAVE SAID.

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PLANNING, ZONING AND REGIONALISM — A YEAR AFTER THE 1926 PLAN'S ADOPTION, THE CITY COUNCIL PASSED A COMPREHENSIVE ZONING ORDINANCE, INITIATED NEIGHBORHOOD PLANNING STUDIES AND APPROPRIATED \$15,000 FOR TRAFFIC MAPS. VOTERS IN 1930 VOTED BY A 6-1 MARGIN FOR A STATE-COUNTY PARK SYSTEM AND, IN 1931, RATIFIED A NEW CITY CHARTER THAT GAVE THE PLANNING COMMISSION CONSTITUTIONAL AUTHORITY OVER PUBLIC AND PRIVATE PROJECTS.

BUT VAN CLEAVE SAID PLANNING AND ZONING OF TODAY GOES FAR BEYOND THE THREE ZONES AND QUARTER-INCH-THICK SET OF REGULATIONS FIRST ADOPTED IN THE 1920's.

"IT'S ONE THING TO HAVE ZONING REGULATIONS FOR A SMALL CITY IF YOU DON'T HAVE MANY PEOPLE THERE," HE SAID. "ON THE OTHER HAND, AS YOU GET MORE AND MORE DENSE AND MORE INTENSITY OF LAND USE, YOU HAVE TO HAVE MORE DEFINITIVE REGULATIONS TO GUIDE DEVELOPMENT SO WE CAN ALL LIVE HAPPILY FOREVER MORE."

REGIONALISM IN NOLEN'S SCHEME ENVISIONED CLOSE COOPERATION OF SOUTH BAY CITIES IN A "METROPOLITAN DISTRICT." TODAY, THE METROPOLITAN TRANSIT DEVELOPMENT BOARD, SAN DIEGO UNIFIED PORT DISTRICT, COUNTY WATER AUTHORITY, SERRA LIBRARY SYSTEM, HEALTH SYSTEMS AGENCY, LOCAL AGENCY FORMATION COMMISSION AND SAN DIEGO ASSOCIATION OF GOVERNMENTS TOGETHER CAN BE TRACED BACK TO NOLEN'S VISION.

NOLEN HIMSELF DID NOT SEE HIS EFFORTS AS ETCHED IN STONE. "THE NEED FOR ANY CITY WHICH WOULD CONSTANTLY PROVIDE FOR THE FUTURE IS TO REPLAN AND REPLAN, TO READJUST, TO CONSTANTLY USE ART AND SKILL AND FORESIGHT TO REMODEL EXISTING CONDITIONS AND TO MOULD AND FIT FOR USE THE NEW TERRITORY ABOUT TO BE INVADED."

"A COMPREHENSIVE AND PRACTICABLE PLAN," HE CONCLUDED IN THE 1908 REPORT, "WILL TAKE MONTHS TO WORK OUT EVEN ON PAPER AND ACTUALLY BEGIN WORKING OUT A FAR-REACHING SCHEME, THE RESULT OF WHICH, I BELIEVE, WILL SURPASS OUR FONDEST DREAMS."

VAN CLEAVE SAID THE CITY'S PROFESSIONAL PLANNERS HAVE ENLARGED ON NOLEN'S WORK: "I DON'T PUT NOLEN UP AS A GOD OR SAINT. I THINK HE WAS A MAN WHO HAD SOME VISIONARY THOUGHTS ABOUT THE FUTURE AND, HOPEFULLY, WE HAVE THE SAME THOUGHTS TODAY. WE'RE DOING THINGS IN THE AREA OF PLANNING TODAY THAT NOLEN WOULD NEVER HAVE DREAMED OF."

BUT NOLEN'S DREAM LIVES ON. THE "TEMPORARY PARADISE?" STUDY OF 1974 BOLDLY CALLED FOR REMOVAL OF LINDBERGH FIELD AND MOST MILITARY USES FROM THE BAY AND THEIR REPLACEMENT WITH A VENICE-TYPE RESIDENTIAL INNER CITY; CLOSER COOPERATION WITH MEXICO IN TRANS-BORDER ISSUES AND PROJECTS; AND PRESERVATION OF CANYONS AND SCARCE OPEN SPACES.

"IT'S NOT GOING TO HAPPEN OVERNIGHT," VAN CLEAVE SAID. "LOOKING A CENTURY INTO THE FUTURE, I THINK IT'LL HAPPEN."

SAM HAMILL, 79, WHO MOVED HERE THE YEAR NOLEN'S FIRST PLAN WAS PUBLISHED AND WENT ON TO HELP DESIGN THE COUNTY ADMINISTRATION CENTER ON PACIFIC HIGHWAY, SAID NOLEN'S HISTORIC CONTRIBUTION WAS A WAY OF THINKING ABOUT THE FUTURE.

"HE INJECTED AN ELEMENT OF GRANDNESS. THE CITY HAD BEEN VERY SMALL. HE APPROACHED IT ON A GRAND SCALE. IT OPENED UP A GREATER SPIRIT TO THOUGHT AND CONTEXT."

ECHOES OF IMAGINATION

FROM JOHN NOLEN'S "SAN DIEGO: A COMPREHENSIVE PLAN FOR ITS IMPROVEMENT," PUBLISHED IN 1908 BY THE SAN DIEGO CHAMBER OF COMMERCE'S CIVIC IMPROVEMENT COMMITTEE:

San Diego is indeed unique. Even in Southern California, its situation, climate and scenery make it stand out in permanent attractiveness beyond all other communities.

Notwithstanding its advantages. . . San Diego is today neither interesting nor beautiful. Its city plan is not thoughtful, but, on the contrary, ignorant and wasteful. . . Fortunately, the public-spirited men and women of San Diego are preparing to act in time. They realize in general what the city lacks, what it needs and the opportunity and responsibility of the present generation.

■ ■ ■

To beautify a city means to make it perfect — perfect as a city, complete in serving a city's purposes. . . The plans to improve and adorn the city must therefore take many things into account. They must be broad, and, considering the promise of the city, liberal and courageous. In this connection how difficult it is to bring before the people of a city a vision of what 50 years' growth, even 25, will make not only possible, but necessary.

■ ■ ■

Action must be taken while it is still relatively easy, or it will certainly be costly and probably inadequate. The present, therefore, is a most propitious time to consider in a frank, clear-headed and comprehensive manner the future of San Diego. As never before, it seems now to have the opportunity to lay firm hold of its heritage.

Happily, it is still within the power of the people of San Diego to make their city convenient, attractive and beautiful. . . Each generation has spent too much time in lamenting the errors of the past and has given too little attention to the opportunities of the present.

■ ■ ■

San Diego's opportunity is so open, so apparent and relatively so easy that it seems unnecessary to point further the application. Every phase of civic improvement is within its reach. This

is its real formative era. The present city is but the nucleus of the future city, and the citizens of today have an opportunity to rise to the call of a great and fine constructive period.

■ ■ ■

The people of San Diego will do well if they recognize today that the two great central recreation features of the city, now and always, are the City (Balboa) Park of 1,400 acres and the bay front, and that the value of both will be increased many fold if a suitable connecting link, parkway or boulevard can be developed, bringing them into direct and pleasant relation.

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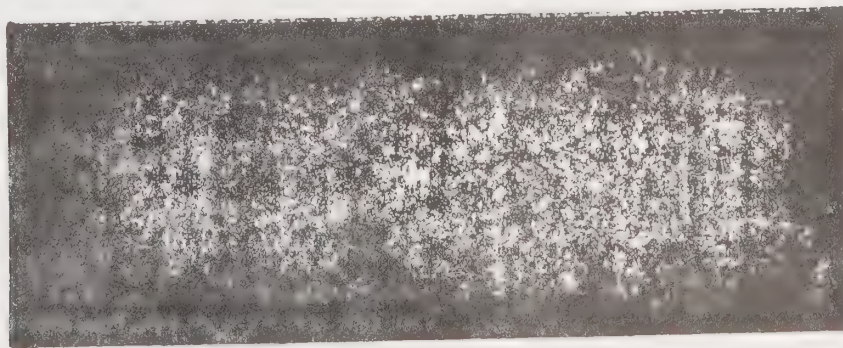
Each school, each ward, each residence district in San Diego, by nature a play city, should have its playground; and the time to provide them is now before real estate values are prohibitive and before land of suitable character is monopolized for private purposes. The possession of play areas is a necessity of city life, and by obtaining them now San Diego can avoid the heavy penalty of procrastination which New York and other cities have had to pay.

In the improvement of established cities, no changes are so difficult, none so important, as those in streets. They are difficult because of the expense and great number of interests involved. But the gains are so decided that a city should face the difficulties with courage and generosity.

■ ■ ■

Few cities in the United States have a more romantic history and situation than San Diego, and it is to be regretted that they have not expressed themselves in the street names. Instead of D Street (now Broadway), Fifth Street (now Fifth Avenue) and similar colorless names, we might honor the discoverer of the bay, the sturdy fathers who established the missions, the pioneers in settling the modern city, the heroines of its romances which have become part of our literature.

A system of parks is unquestionably demanded. Such a system can be secured more easily than in any other city I know of. . . Connect this system of parks by the boulevards and parkways already planned, develop it naturally, simply, harmoniously and then confidently invite comparison with it of any park system in the world. . . It would give to the citizen health, joy and more abundant life, and to the city itself wealth and enduring fame.



San Diego Today: A Socio-Economic Profile

(This section was revised and adopted December 13, 1983, Resolution R-259840.)

Existing Land Use

As of July 1, 1983, The City of San Diego's corporate limits contained 206,989 acres of land area (323.4 square miles). Considering San Diego's vast area, it is not surprising that only 62 percent of its land is developed. The breakdown of the developed portion of the City, shown in Table 1, reflects the enormously disproportionate importance of "Public and Semipublic" uses, primarily military installations and large regional parks.

Population

A city is primarily an aggregation of people who are collectively termed its "population." The size, distribution and characteristics of the population are fundamental factors in planning any city's future. Population data are essential in the planning of residential, commercial and industrial areas, in the designing of the transportation system, and in the location of community facilities.

For analytical and projective purposes it is useful to study San Diego's population against the backdrop of the entire County and the Metropolitan Area. In April 1980, the Metropolitan Area contained a population of 1,476,400, reflecting an increase of 1,000,556 during the preceding 30 years. Yet, impressive as this growth was, its rate failed to match that of the County; for the Metropolitan Area's percentage of total county population actually declined from 85.5 percent in 1950 to 79.3 percent in 1980.

Looking to the future, it is anticipated that the average numerical increase of approximately 33,350 per year experienced by the Metropolitan Area for the 30 years between 1950 and 1980 will not continue through the year 2000, but that the Metropolitan Area's growth will drop to about 25,585 per year for the next 20 years. It is further anticipated that the Metropolitan Area's share of the total County population will continue to decline. Thus, for the year 2000 the projected Metropolitan Area population of 1,988,100 would be 73.7 percent of the County figure of 2,699,200.

The City of San Diego is the nation's seventh largest city based upon its population of 929,000 as of July 1, 1983. As seen from Table 2 it is projected that the City's population for the year 2000 will be 1,140,900. In relation to the San Diego Metropolitan Area, the City's population share will continue to decline, from 59 percent in 1980 to 57 percent in the year 2000.

Distribution of the projected year 2000 population is portrayed on Table 4. The "Study Areas" listed in the table do not coincide with planning area boundaries, but they represent convenient delineations for forecasting purposes based on census tract boundaries. In making forecasts, the existing development for each study area was analyzed, as well as its potential for development and population growth, to the year 2000 in terms of residential density standards recommended by the Plan. In the City's Central Area, the forecast was influenced by the basic assumption that older, single-family residences would gradually be replaced by multiple-family dwellings. Such factors as existing subdivision characteristics, availability of utilities and access roads, and topographic limitations were considered in forecasting for the outlying areas.

Development" section represents a continuing and committed effort on the part of the City to

further identify and resolve the issues that face us.

TABLE 1
Land Use in City of San Diego by Major Classes,
July 1, 1983

<u>Land Use Category</u>	<u>Area in Acres</u>	<u>Percent of Total City Area</u>	<u>Percent of Total Developed Developed Area</u>
Residential	41,048	19.8	31.8
Commercial	6,048	2.9	4.7
Industrial	6,912	3.3	5.4
Public and Semipublic	48,840	23.6	37.9
Streets and Highways	26,013	12.6	20.2
Subtotal Developed Area	128,861	62.2	100.0
Agricultural and Vacant	78,128	37.8	—
Total City Area	206,989	100.0	—

Source: City of San Diego Land Use Inventory, July 1983.

TABLE 2
Population of San Diego County and Subareas,
1980 and 2000

<u>Area</u>	<u>1980 CENSUS</u>		<u>2000 PROJECTION</u>		<u>CHANGE 1980 TO 2000</u>		
	<u>Population</u>	<u>Percent of County</u>	<u>Population</u>	<u>Percent of County</u>	<u>Number</u>	<u>Percent Change</u>	<u>Percent of County</u>
San Diego County	1,861,300	100.0	2,699,200	100.0	837,400	45.0	100.0
Metropolitan Area	1,475,400	79.3	1,988,100	73.7	511,700	34.7	61.1
City of San Diego	875,500	47.0	1,140,900	42.3	265,400	30.3	31.7
Other	600,900	32.3	847,200	31.4	246,300	41.0	29.4
Nonmetropolitan Area	385,400	20.7	711,100	26.3	325,700	84.5	38.9
North Coast	334,400	18.0	612,600	22.7	278,400	83.3	33.2
Inland	51,100	2.7	98,300	3.6	47,200	92.4	5.6

Sources: U.S. Census data. Projections derived in part from State of California Department of Finance Report 83, P-1 "Projected Total Population of California Counties: July 1, 1980 to July 1, 2020," (reported dated September 1983); in part from Series 6 Population Forecasts prepared by the San Diego Association of Governments

TABLE 3
Population of City of San Diego and Related Areas,
1900-2000

<u>Year</u>	<u>City of San Diego</u>	<u>San Diego Metro Area</u>	<u>County of San Diego</u>	<u>Southern California¹</u>	<u>State of California</u>
1900	17,700	na	35,080	304,211	1,485,053
1910	39,578	na	61,865	751,310	2,377,549
1920	74,361	na	112,248	1,346,963	3,426,861
1930	147,995	182,070	209,659	2,912,795	5,677,251
1940	203,341	253,645	289,348	3,672,363	6,907,387
1950	334,387	475,844	556,808	5,652,249	10,586,223
1960	573,224	885,447	1,033,011	9,025,694	15,717,204
1970	697,471	1,137,564	1,357,854	11,668,707	19,953,134
1980	875,538	1,476,400	1,861,846	13,748,822	23,668,562
Projections¹					
1985	960,000	na	2,082,800	15,075,500	25,998,000
1990	1,029,800	1,773,400	2,335,000	16,192,500	27,990,000
1995	1,085,500	1,891,100	2,526,900	17,206,500	29,820,000
2000	1,140,900	1,988,100	2,699,200	18,080,800	31,414,000

na — Not Applicable

¹ Includes San Diego, Imperial, Riverside, San Bernardino, Orange, Los Angeles, Ventura, and Santa Barbara Counties.

Sources: U.S. Census data. Projections derived in part from State of California Department of Finance Report 83, P-1 "Projected Total Population of California Counties; July 1, 1980 to July 1, 2020," (report dated September 1983); in part from Series 6 Population Forecasts prepared by the San Diego Association of Governments.

TABLE 4
City of San Diego Population by Study Areas,
1980 to 2000

Area Name	1980 Census	Change	1985	Change	1990	Change	1995	Change	2000	Change	
		1980 to 1985		1985 to 1990		1990 to 1995		1995 to 2000		1980 to 2000	Percent
Central	117,427	12,873	130,300	2,000	132,300	—	132,300	-800	131,500	14,073	12.0%
Coastal	155,814	8,286	174,100	-2,500	171,600	-3,800	167,800	-4,100	163,700	-2,114	-1.3%
Eastern	287,234	25,556	312,800	7,300	320,200	-3,600	316,600	-8,300	308,300	21,066	7.3%
Kearny Mesa	157,042	13,358	170,400	5,500	175,900	3,600	179,500	2,100	181,600	24,558	15.6%
North San Diego	107,782	10,708	108,800	41,700	150,500	39,900	190,400	49,000	239,400	149,308	185.7%
South San Diego	67,929	5,571	63,500	15,600	79,100	19,800	98,900	17,500	116,400	58,471	100.9%
Entire City	875,138	84,462	960,000	69,600	1,029,600	55,900	1,085,500	55,400	1,140,900	265,362	30.3%

Source: Series 6 Population Forecasts prepared by the San Diego Association of Governments and the San Diego City Planning Department

Future Urbanizing Areas

Land within the Future Urbanizing designation which is zoned agricultural or low density residential-recreational use for extended periods of time should be given tax relief through preferential tax assessments. This can be accomplished through the use of the Williamson Act which requires the designation of land as an "agricultural preserve" or as open space pursuant to the General Plan or specific plans based on the overall program to guide growth. The designation of land in this category is not permanent, it is an interim or urban reserve designation. Its purpose is to preclude premature development and to guide urbanization.

On November 5, 1985, the electorate of the City of San Diego approved an initiative measure, Proposition A, amending the **PROGRESS GUIDE AND GENERAL PLAN**. The initiative amended the Plan by adding the provisions presented below in italics:

Section 1. "No property shall be changed from the "future urbanizing" land use designation in the Progress Guide and General Plan to any other land use designation and the provisions restricting development in the future urbanizing area shall not be amended except by majority vote of the people voting on the change or amendment at a City wide election thereon."

Section 2. Definitions. "For purposes of this initiative measure, the following words and phrases shall have the following meanings:

(a) "Progress Guide and General Plan shall mean the Progress Guide and General Plan of the City of San Diego, including text and maps, as the same existed on August 1, 1984".

(b) "Change in Designation" or "changed from 'Future Urbanizing'" shall mean the removal of any area of land from the future urbanizing designation".

(c) "Amendment" or "amended" as used in Section 1 shall mean any proposal to amend the text or maps of the Progress Guide and General Plan affecting the future urbanizing designation as the same existed in the Progress Guide and General Plan on August 1, 1984 or the land subject to said designation on August 1, 1984, except amendments which are neutral or make the designation more restrictive in terms of permitting development".

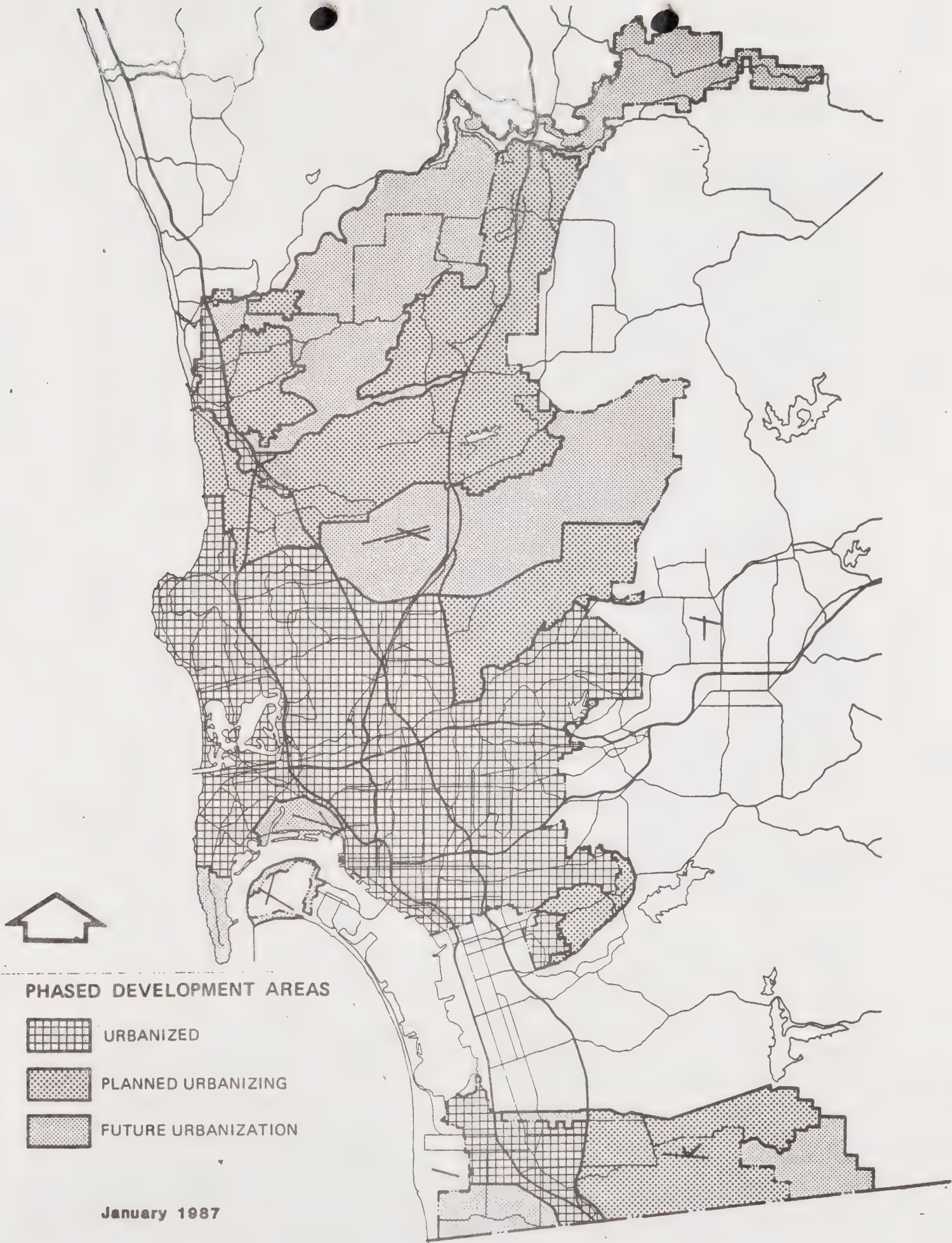
Section 3. Implementation. "The City Council, City Planning Commission, and City staff are hereby directed to take any and all actions necessary under this initiative measure, including but not limited to adoption and implementation on any amendments to the General Plan and zoning ordinance or City Code, reasonably necessary to carry out the intent and purpose of this Initiative measure. Said actions shall be carried forthwith".

Section 4. Guidelines. "The City Council may adopt reasonable guidelines to implement this initiative measure following notice and public hearing, provided that any such guidelines shall be consistent with the intent and purpose of this measure".

Section 5. Exemptions for Certain Projects. "This measure shall not prevent completion of any project as to which a building permit has been issued pursuant to Section 91.02.03(a) of the San Diego Municipal Code prior to the effective date of this measure; provided, however, that the project shall cease to be exempt from the provisions of Section 91.02.0303(d) of the San Diego Municipal Code or if the said permit is suspended or revoked pursuant to Section 91.02.0303(e) of the San Diego Municipal Code".

Section 6. Amendment or Repeal. This measure may be amended or repealed only by a majority of the voters voting at an election thereon.

Section 7. Severability. "If any section, subsection, sentence, phrase, clause, or portion of this initiative is for any reason held to be invalid or unconstitutional by any Court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this Initiative and each section, subsection, sentence, clause, phrase, part of portion thereof would have been adopted or passed irrespective of the fact that any one or more sections, subsections, sentences, clauses, phrases, parts or portions be declared invalid or unconstitutional."



(This map is for illustration purposes only.)

approach to providing needed services to growing areas as the most cost-effective and responsive of available alternatives.

In order to finally determine the most logical and efficient boundaries between different cities, State law provides for the development of a "Sphere of Influence" study for the City by the Local Agency Formation Commission. Upon adoption the City "Sphere of Influence" is used by the Local Agency Formation Commission in making decisions about annexations, detachments, governmental reorganizations, special district formations and other matters affecting the jurisdiction and boundaries of the City. No "Sphere of Influence" study has been undertaken for San Diego as yet.

Pending the adoption by the Local Agency Formation Commission of a "Sphere of Influence" for San Diego, an interim guideline is necessary to specify the prospective ultimate boundaries of the City. The areas lying within these boundaries are shown on the Prospective Annexation Areas map and include both islands of unincorporated land and two relatively undeveloped areas sharing common geographic features and bordered by the same natural boundaries as the contiguous City areas. Because development within these areas would require public facility and service extensions from contiguous City areas, and given the City's interest in promoting orderly growth on its periphery, the North City area, generally south of the San Dieguito River, and Otay Mesa area, generally south of the Otay River, east to Otay Mountain are both considered as Prospective Annexation Areas.

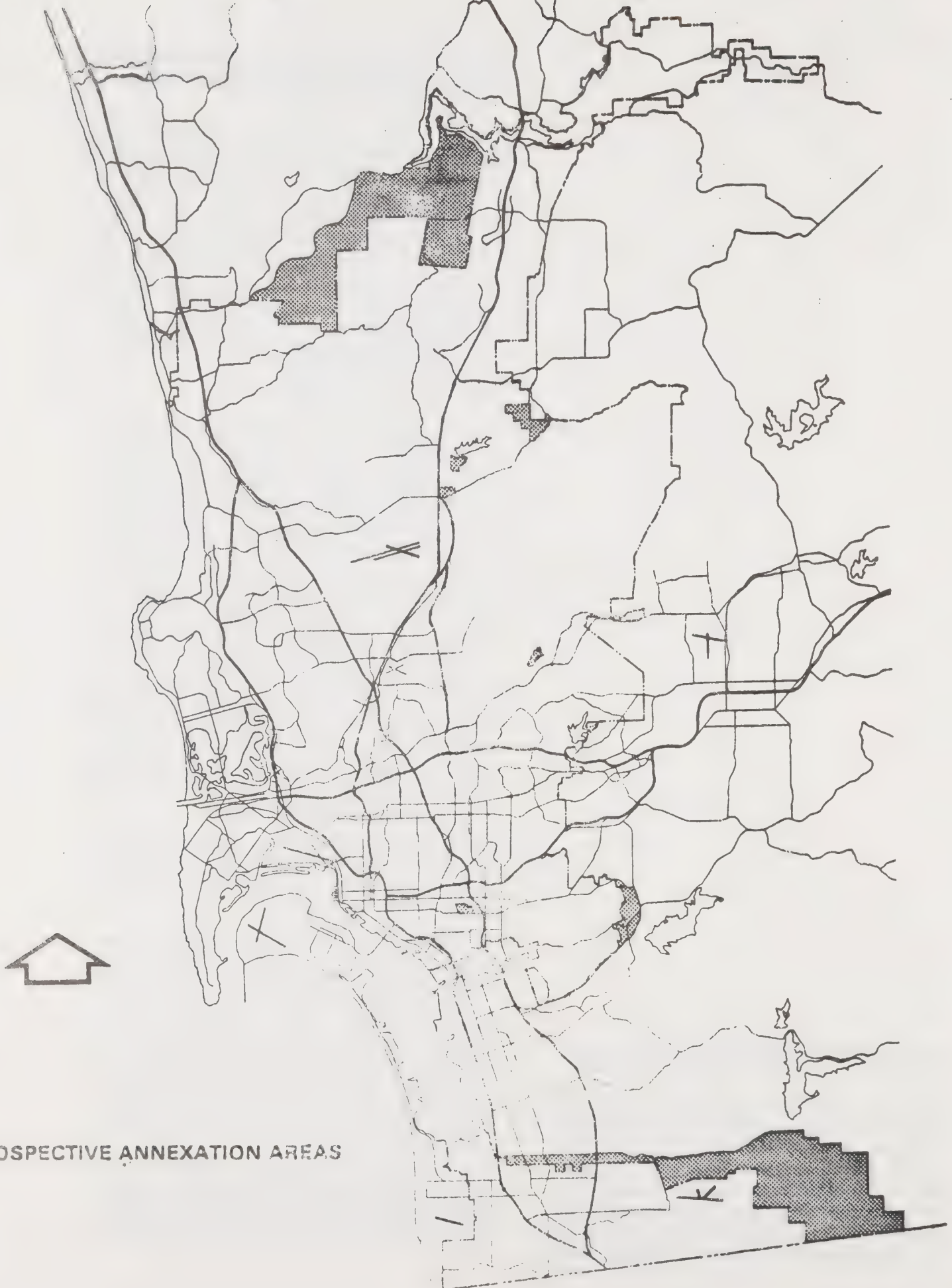
Land within the Prospective Annexation Areas may be annexed upon the initiative of either the landowner or the City. In either case the following factors will be reviewed:

- The fiscal impact of the proposed annexation.
- Whether the proposal represents an orderly extension of City boundaries.
- The ability of the City to provide urban services.
- The effect of the annexation upon the City's residential growth management program.
- The level of support on the part of affected property owners.

PROSPECTIVE ANNEXATION AREAS

One area of interagency cooperation requiring special attention is the determination of ultimate boundaries for the City. Both the State and County have adopted policies favoring management of growth and concomitant urban services through expansion of cities rather than through creation or expansion of limited purpose agencies and special districts. The City has supported this

The Prospective Annexation Areas will be systematically included in the appropriate community plans and Phased Development Areas in the same manner as land lying within the City.



PROSPECTIVE ANNEXATION AREAS

CITY OF SAN DIEGO HOUSING ELEMENT

(UNDER SEPARATE COVER)

DRAFT

JULY 1985

TRANSPORTATION ELEMENT

REVISED MARCH 1985



**Adopted by the City Council
March 5, 1985-Resolution No. 262664**

**Approved by the Planning Commission
September 20, 1984.-Resolution No. 5215**

**Progress Guide
and General Plan**

CITY OF SAN DIEGO • CALIFORNIA

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TRANSPORTATION ELEMENT

Transportation facilities provide for the movement of people and goods throughout an area. They also play a major role in shaping urban and regional form by influencing the location of housing, employment, commercial activities, and other land uses. Thus, transportation planning and implementation are of enormous importance in guiding the development of the City and the region.

The Transportation Element provides a framework for developing a comprehensive and coordinated transportation system to meet the varied needs of San Diego's residents, visitors, and businesses. It also serves to ensure that these transportation facilities and services are compatible with, and supportive of, other City and regional developmental goals.

FINDINGS

General

Many federal, state, regional, and local agencies are involved in planning and/or providing transportation within the San Diego area. The principal agencies include the U. S. Department of Transportation, California Department of Transportation (CALTRANS), San Diego Association of Governments (SANDAG), incorporated cities and the county, as well as the San Diego Unified Port District, Metropolitan Transit Development Board (MTDB), San Diego Transit Corporation, and other public transit and paratransit operators. Private railway, airline, trucking, and maritime companies also play a significant role in people and/or goods movement.

The provision of transportation facilities or services typically involves a number of independent agencies, each with their own particular purpose and perspective. A considerable amount of interagency coordination and cooperation is, therefore, essential to ensure a transportation system that will provide for the efficient movement of people and goods by road, rail, water, and air.

Streets and Highways

The planning and/or provision of streets and highways within the San Diego area is mainly the responsibility of CALTRANS, SANDAG, and the cities and county. Their efforts are coordinated through the state and regional transportation planning processes, as well as the general and community plans and capital improvements programs of each of the cities and the county.

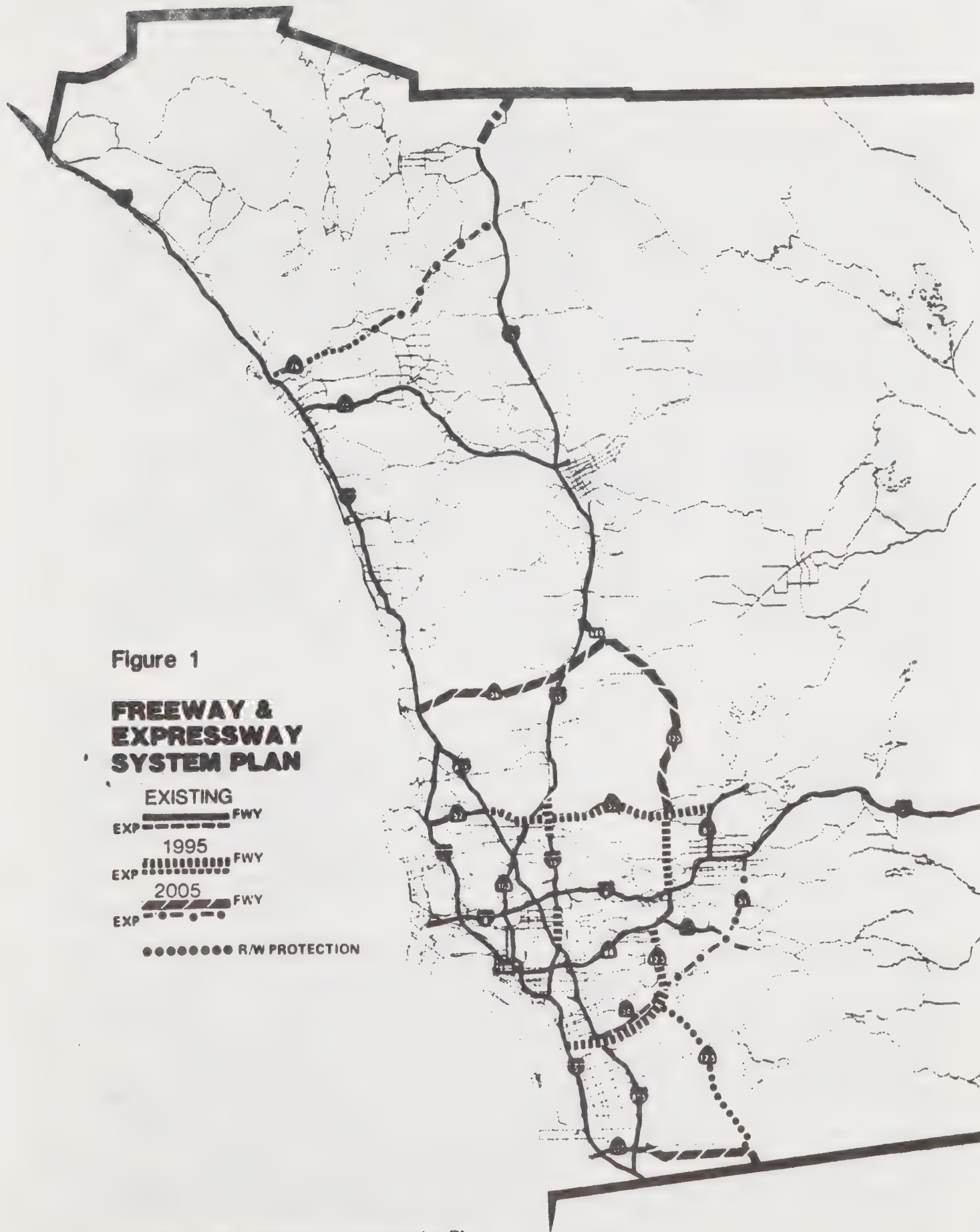
The State Highway System in San Diego is comprised of freeways, expressways, highways, and arterial streets adopted by the Legislature and the California Transportation Commission. CALTRANS is responsible for planning, constructing, operating, and maintaining these facilities.

The Regional Transportation Plan (RTP), adopted and periodically updated by SANDAG, includes a twenty-year freeway and expressway system plan for the San Diego region. Figure 1 shows the currently proposed phasing of these facilities based upon forecasted regional growth and projected travel demand.

The street and highway system designated by the City of San Diego and shown on the General Plan Map includes the freeways, expressways, and arterial streets needed to provide a reasonable level of mobility and accessibility within the City, as well as between San Diego and other cities in the metropolitan area. This system reflects the buildout of the urbanized and planned urbanizing areas of San Diego and the surrounding areas as provided for in local general and community plans. It is, therefore, more inclusive than the fund and/or time-constrained state and regional transportation plans.

Each of the City's community plans also contains a transportation element supplementing that presented in the General Plan. The streets and highways designated in these community plans include the applicable thoroughfares shown on the General Plan Map, plus a more refined system of streets within the local community. A composite of all presently designated City streets and highways, except local streets, is depicted on the Intercommunity Street System Map adopted by the Council pursuant to Council Policy 600-33. This map is based upon and consistent with the adopted general and community plans.

Travel demand is forecasted to increase substantially over the next twenty years in response to continuing high rates of population, housing, and economic growth as well as projected changes in travel behavior. In short, there will be more people making more and/or longer trips. Despite continuing efforts to



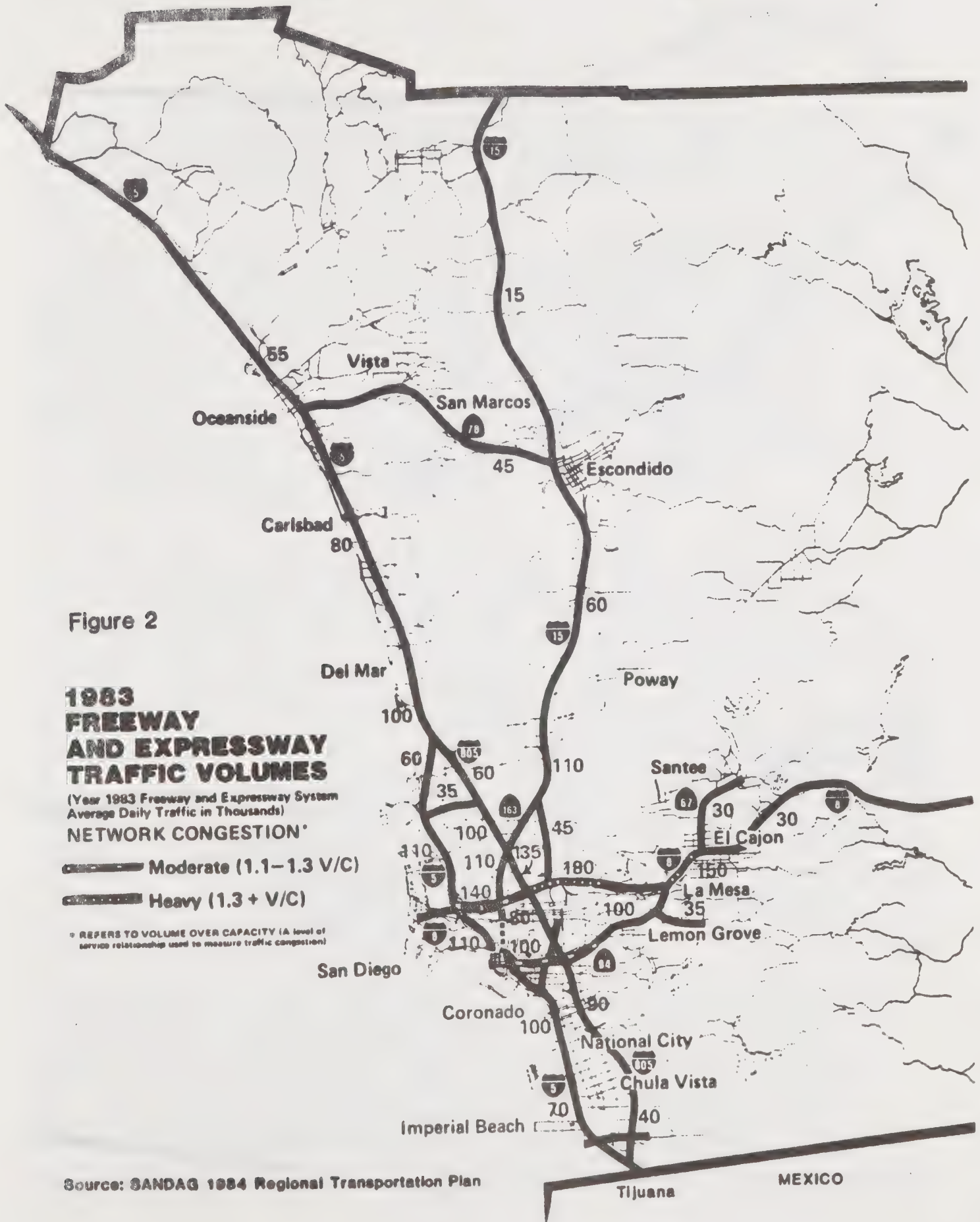
Source: SANDAG 1984 Regional Transportation Plan

provide and encourage the use of alternative forms of transportation, most of this additional travel is expected to occur by private auto. This, in turn, will necessitate the construction of new streets and highways, and improvements in the traffic handling capacity of many existing roads. Without these additional facilities and improvements, roadway congestion could reach unacceptable levels for sustained periods over much of the City's street and highway system. Even with all of the transportation improvements called for in the Regional Transportation Plan, freeway congestion is forecasted to increase substantially as shown by comparing Figures 2 and 3, which respectively indicate the current and projected traffic volumes on these facilities.

A number of designated streets and highways for which there is a projected need will not be required until well into the future; in several cases their specific locations have yet to be determined. These facilities remain vulnerable to actions which may inadvertently preclude the most desirable route location, and thereby increase the ultimate cost of constructing the facility or limit the capacity of the roadway that can be built. There is need, therefore, to adopt route locations and classifications for these facilities as soon as possible, and to implement a program for protecting required rights-of-way.

The auto continues to serve as the principal means of travel in San Diego due, in large part, to its many personal advantages over other forms of transportation. The auto offers unmatched comfort, privacy, and convenience as well as the flexibility to suit individual travel purposes. It is fully demand-responsive, available to go virtually anywhere at any time of day or night along a route of the driver's own choosing. There are few indications that auto use will become less common in the foreseeable future.

The predominance of auto travel has not been without attendant costs which are, directly or indirectly, borne by the entire community. The vast extent, as well as the shape and character of the metropolitan area, are largely a consequence of the auto's past and present primacy in transportation. As outlying and peripheral areas continue to be developed, trip lengths and travel times increase correspondingly. Streets and highways are often built at the expense of San Diego's characteristic natural landforms. Much expensive urban land is committed to roadways and parking areas which contribute little to the enjoyment of the city but add to the cost of development. Vehicle traffic significantly increases community noise, creating annoying and



sometimes unhealthful living conditions. Motor vehicles consume tremendous quantities of energy, about one-half of the total energy used in the region for all purposes. San Diego's occasionally unhealthful air pollution levels are in large part attributable to auto emissions.

Though substantial, these problems are not insurmountable. Trip distances and travel times can be limited by checking urban sprawl and making communities more self-contained. Streets and highways can be located and designed to be less intrusive and insensitive. Roadway space and parking demand can be reduced, freeing valuable urban land for more desirable purposes and decreasing development costs. Motor vehicles can be made to operate more quietly, and their fuel efficiency and emission performance improved. Similarly, roads can be improved and traffic controlled to further reduce noise, energy consumption, and air pollution. Use of the auto can become more efficient with greater emphasis on trip planning and ridesharing.

Many of San Diego's streets and highways traverse areas of great scenic beauty, affording pleasant experiences to passing motorists, cyclists, and pedestrians. But, in recent years, the declining aesthetic qualities of streets and highways and their adjacent visual corridors have become a matter of considerable concern. Too often, streets and highways have been located and built without adequate regard for the natural environment, the scenic character of the area traversed, or the aesthetic sensibilities of travelers. Roadside developments, in their competing efforts to call attention to themselves, are often a source of visual degradation, as are overhead utility lines. Further, outdoor advertising has created signs of excessive size and number along many heavily traveled routes and, in some areas, has virtually destroyed scenic views. It is, therefore, important to our image and experience of the city that streets and highways and their adjacent developments be designed in accordance with comprehensive guidelines intended to protect scenic and aesthetic values.

In recognition of the growing need to protect California's scenic beauty, the State Scenic Highway Program seeks to identify and protect scenic corridors adjacent to selected state highways. This program provides for state designation of eligible roads as "official scenic highways", where the local agency so requests and has prepared specific protection plans and implementation programs which must be approved by the state. Typically, such plans and programs feature the application of protective overlay zones that contain provisions relating to grading, landscaping, advertising signs, and undergrounding of utilities.

In addition, the City has, since 1964, maintained a 52-mile Scenic Route traversing many scenic areas of San Diego. This route was designated to afford scenic views of the community as well as to link points of visitor interest. However, it should be noted that no special regulatory provisions are presently in force to protect the scenic values attaching to the route. Figure 4 shows a number of routes, or segments thereof, that have scenic qualities worthy of formal recognition and protection, and which are recommended for designation as official scenic highways (state) and scenic routes (City).

Parking

The widespread ownership and use of personal motor vehicles among San Diego residents requires a significant commitment of land and financial resources to the development of parking facilities. To a considerable extent, however, the parking demand associated with certain land uses such as employment, shopping, and recreational activities can be effectively reduced through the provision of alternative transportation services such as transit, ridesharing, and bicycling. This is not the case for residential uses where the need for parking is more closely related to vehicle ownership. A place to store one's vehicle is needed even though alternative transportation can be used for most personal travel.

Much of San Diego's prime urban land is devoted almost exclusively to parking, preempting what are generally regarded as more desirable land uses and adding appreciably to the cost of development. Surface lot, parking structures, and on-street parking are dominant visual features in many neighborhoods and detract from the aesthetic qualities of the area. Frequently, shopping centers and employment sites devote more land to parking than to their total building area. Urban land may be conserved through the provision of underground or multi-story parking facilities, but high construction costs make this feasible only in areas where land values are very high.

Competition for parking space is intense in many neighborhoods, particularly in older districts where the supply of parking cannot easily be expanded. In situations such as these, comprehensive parking coordination, planning and management programs would help ensure that the available space is equitably allocated among competing uses.

Much of the city's parking is provided on public streets which adds appreciably to the cost of construction and maintenance. Moreover, on-street parking precludes full use of the right-of-way for travel lanes, thereby limiting the traffic-carrying capacity of the road. This competition for space between parked

and moving vehicles within the public right-of-way is a major cause of traffic congestion in many high density areas and along several important city streets.

The type and location of parking provided within a community can noticeably affect its character, as well as the efficiency of its traffic flows. High density areas such as Centre City and La Jolla are often choked with traffic. Areas such as these could benefit greatly from peripheral parking facilities that would intercept the inward flow of vehicles. This would free a significant amount of close-in space for more desirable pedestrian-oriented uses, reduce traffic congestion within the area, and help control the cost of development. Alternatively, improved transit services, ridesharing programs, and bicycle facilities would help reduce auto travel and its associated parking demand.

Transit

Increasingly, mass transit is coming to be recognized as an essential public service which provides important benefits to the entire community. For San Diegans who are unable to drive or do not have use of an auto, transit offers mobility and access to jobs, schools, shopping, and other activities beyond the immediate neighborhood. Transit benefits nonusers as well by augmenting the capacity of the road system during peak traffic hours, reducing the amount of parking needed at major activity centers, and helping to minimize air pollution and energy consumption.

Transit usage in San Diego has fluctuated widely, but remains low compared with other major cities. Ridership increased significantly during the mid-1970's when additional funding permitted a marked improvement in service and a reduction of transit fares. However, patronage declined after 1978 when financial difficulties forced service reductions and fare increases. Ridership is forecasted to more than double over the next twenty years, but transit trips would still account for only a small proportion of total trips in the San Diego region. It appears unlikely that patronage will increase dramatically unless transit services are significantly improved so that they become more competitive with auto travel.

Efforts to increase the effectiveness and efficiency of transit services within the constraints of available funding are reflected in the short-range (five-year) plans prepared and updated annually by the MTDB and several individual transit operators including the San Diego Transit Corporation. MTDB's short-range plan, referred to as the Service Concept Element, coordinates the regional and local services provided by the

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several fixed-route and demand-responsive systems within its area of jurisdiction. Further, a short-range transit plan for the San Diego region is included in the Regional Transportation Plan adopted by SANDAG, which has the responsibility for overall coordination of short-range planning activities. Figure 5 locates the existing regional transit services and transit centers as well as those planned for implementation between fiscal years 1984 and 1988. Included are the proposed construction of the East Urban trolley line from San Diego to El Cajon, additional regional bus routes, and several new transit centers.

The success of the MTDB's South Bay trolley line, which operates between Centre City and San Ysidro, generated renewed local interest in transit and led to the reassessment of long-range alternatives for the regional transit system. Studies undertaken by the MTDB and SANDAG have concluded that a coordinated bus/light rail network appears to be the most logical transit alternative to serve the region over the next twenty years. These studies have culminated in SANDAG's adoption of a revised long-range transit plan, an element of the Regional Transportation Plan, which calls for a greatly expanded light rail network supported by feeder bus service. The rail and busway network is planned to be implemented in phases as shown on Figure 6.

With the increased emphasis on fixed transit facilities, there are accompanying needs to protect rights-of-way for future rail extensions, to designate locations for trolley stations and transit centers, and to coordinate transit facilities with street and highway traffic and other transportation facilities. There may also be opportunities for public and private sector cooperation in the joint development and use of station and center sites. Moreover, there may be opportunities for private sector participation in funding the construction and operation of transit facilities from which they would derive direct benefit.

The implementation of fixed transit facilities can also create significant opportunities for the development and/or redevelopment of surrounding properties which, in turn, benefits transit by providing an increased ridership market. A systematic evaluation of land use and development potential within fixed transit corridors should be initiated and proposed changes brought forward for consideration as soon as possible to take maximum advantage of the opportunities presented. Such a study would evaluate the appropriateness of increasing densities, diversifying land uses, revising development regulations such as parking requirements, and other related proposals.

Figure 5

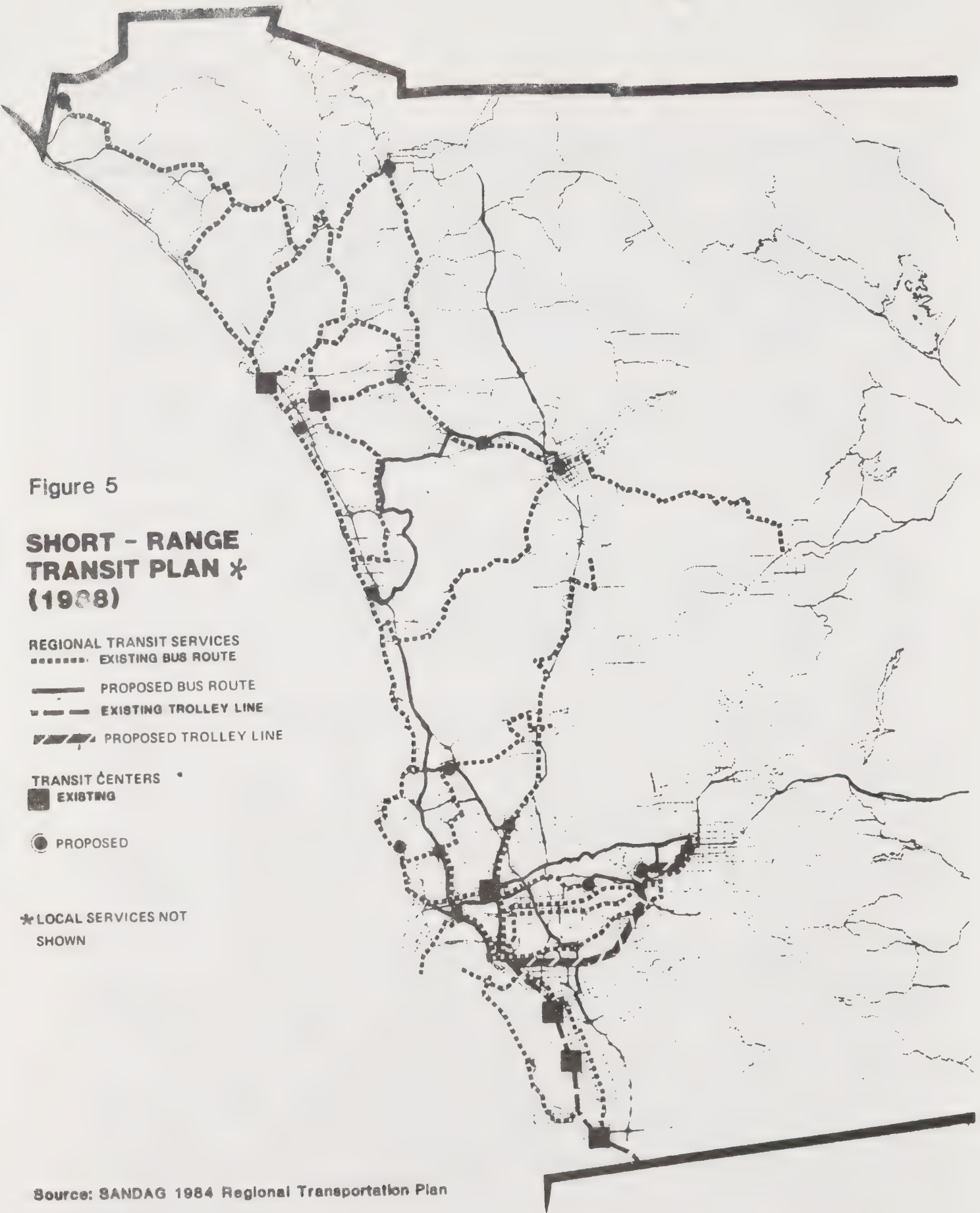
**SHORT - RANGE
TRANSIT PLAN ***
(1988)

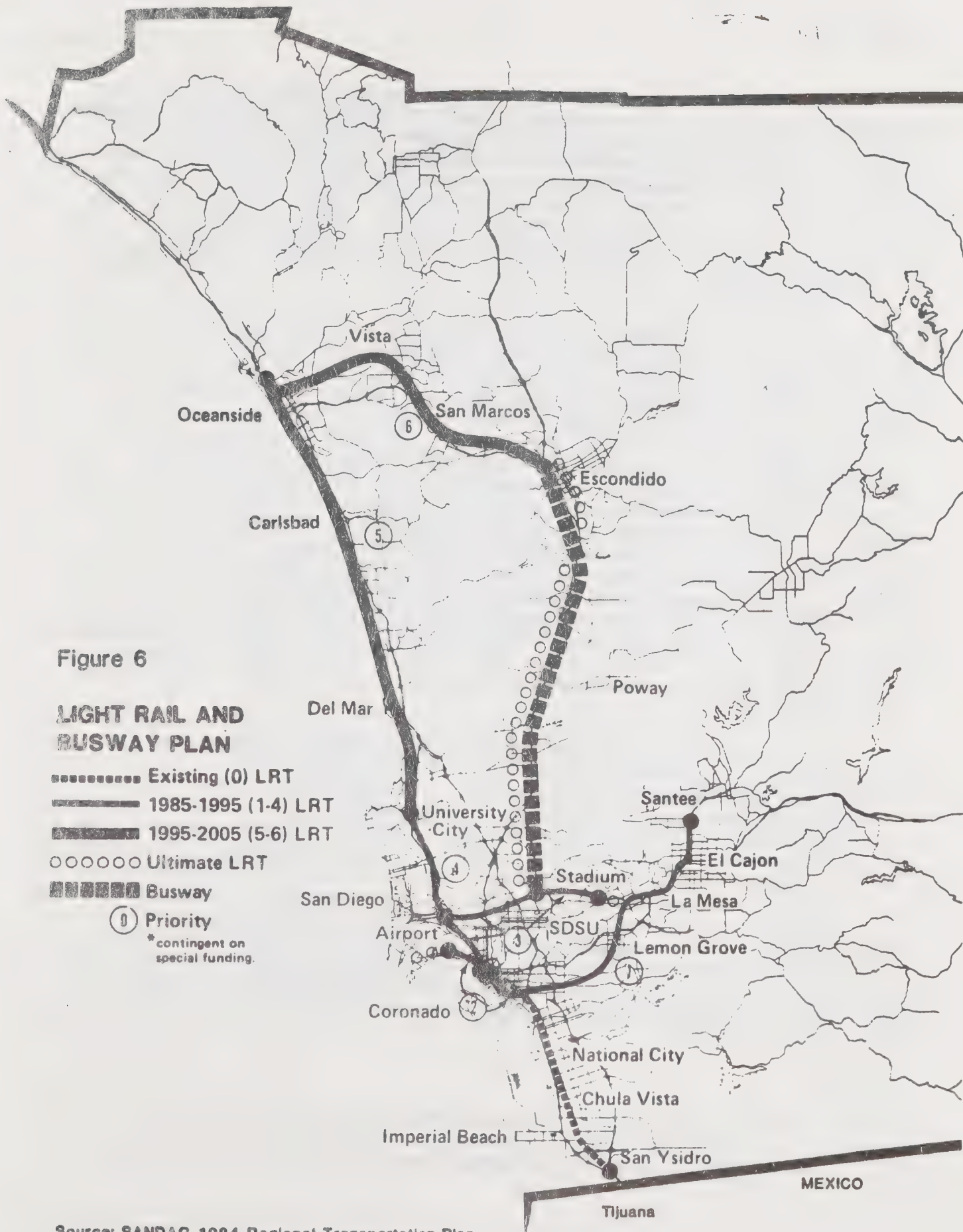
REGIONAL TRANSIT SERVICES
..... EXISTING BUS ROUTE
—— PROPOSED BUS ROUTE
- - - EXISTING TROLLEY LINE
/// PROPOSED TROLLEY LINE

TRANSIT CENTERS
■ EXISTING
● PROPOSED

* LOCAL SERVICES NOT
SHOWN

Source: SANDAG 1984 Regional Transportation Plan





Source: SANDAG 1984 Regional Transportation Plan

The City of San Diego and MTDB have initiated efforts to prepare transit plans at the same stage of the community planning process that road circulation plans are prepared. Both sets of plans would then be combined within the transportation element of each community plan. Development proposals will also be reviewed to ensure compatibility with the City's general and community plans and SANDAG's Regional Transportation Plan. These efforts are designed to promote coordinated transit and roadway planning and to create a balanced transportation system for serving the needs of the community.

Ten years ago there were only two transit systems operating in the South County area; today there are sixteen local jurisdictions, agencies, and transit boards involved in policy formation and implementation for fifteen separate transit systems. While the increase in the number of systems has provided for enhanced local control of transit operations, problems have arisen regarding service coordination and the provision of essential interjurisdictional transit services. The affected local jurisdictions recently completed a transit organizational structure study which recommends several changes for improving overall effectiveness and efficiency. The principal recommendations call for the MTDB to provide identified regional transit services financed by a specially created pool of State transit funds that are currently allocated to the cities and the county, and for the MTDB to acquire the San Diego Transit Corporation, which is owned by the City of San Diego. Enabling legislation has been enacted to implement the study's principal recommendations.

There is continuing controversy regarding the accessibility of transit services for the elderly, disabled, and other transportation disadvantaged persons. Some assert that all transit services should be fully accessible, while others claim it is more cost-effective to meet the needs of these persons only through specialized paratransit services such as those offered by the San Diego Dial-A-Ride Program. Still others, recognizing that paratransit programs frequently have service restrictions not applicable to transit, advocate a balance between these two approaches. Further complicating the issue is that state law currently requires all new transit vehicles to be lift-equipped; while federal regulations allow greater flexibility, in choosing from among three alternative programs, as to how accessible service is provided.

Airports

Aviation facilities within the metropolitan area, shown on Figure 7, include San Diego International Airport (Lindbergh Field), four public general aviation airports, three military

airports, and a number of recreational and private airfields. Tijuana International Airport, located immediately south of the international border, also provides commercial services used by many San Diego residents and visitors. In addition, there are a number of public and private heliports located throughout the metropolitan area, as shown on Figure 8.

Lindbergh Field, which functions as the air carrier airport for the entire region, is owned and operated by the San Diego Unified Port District. Lindbergh Field is probably the most conveniently sited airport in the country from the standpoint of proximity to the central business district, major activity centers, and the resident population served. However, a number of factors restrict its potential ability to accommodate commercial air travel demand for the long term. The site is limited in size, constrained by hills at both ends of the runways, and not directly accessible from the freeway system. It is also bordered by incompatible residential land uses, and flight operations at the airport occur within extremely congested airspace over highly urbanized areas. Several previous efforts to relocate Lindbergh Field have been unsuccessful, however, due primarily to the unavailability of an acceptable replacement site. For the foreseeable future, it appears that Lindbergh Field will remain the region's principal commercial airport. It is therefore imperative that every effort be made to make the airport workable in its present location and compatible with development in the surrounding area.

Other airports of direct local concern because of their noise impacts and potential crash hazards are the Navy's facilities at Miramar, North Island, and Imperial Beach, and the general aviation facilities at Montgomery, Brown, and Gillespie Fields. Comprehensive land use plans have been or will be adopted by the Airport Land Use Commission (SANDAG) for each of these aviation facilities to help ensure the continued usability of the airports and the compatible development of lands within their influence areas.

In the past few years there has been a considerable increase in the number of private heliports within the metropolitan area. While the bulk of helicopter flight operations is still accounted for by the military, heliports are increasingly being developed at area hospitals for emergency patient transport and at

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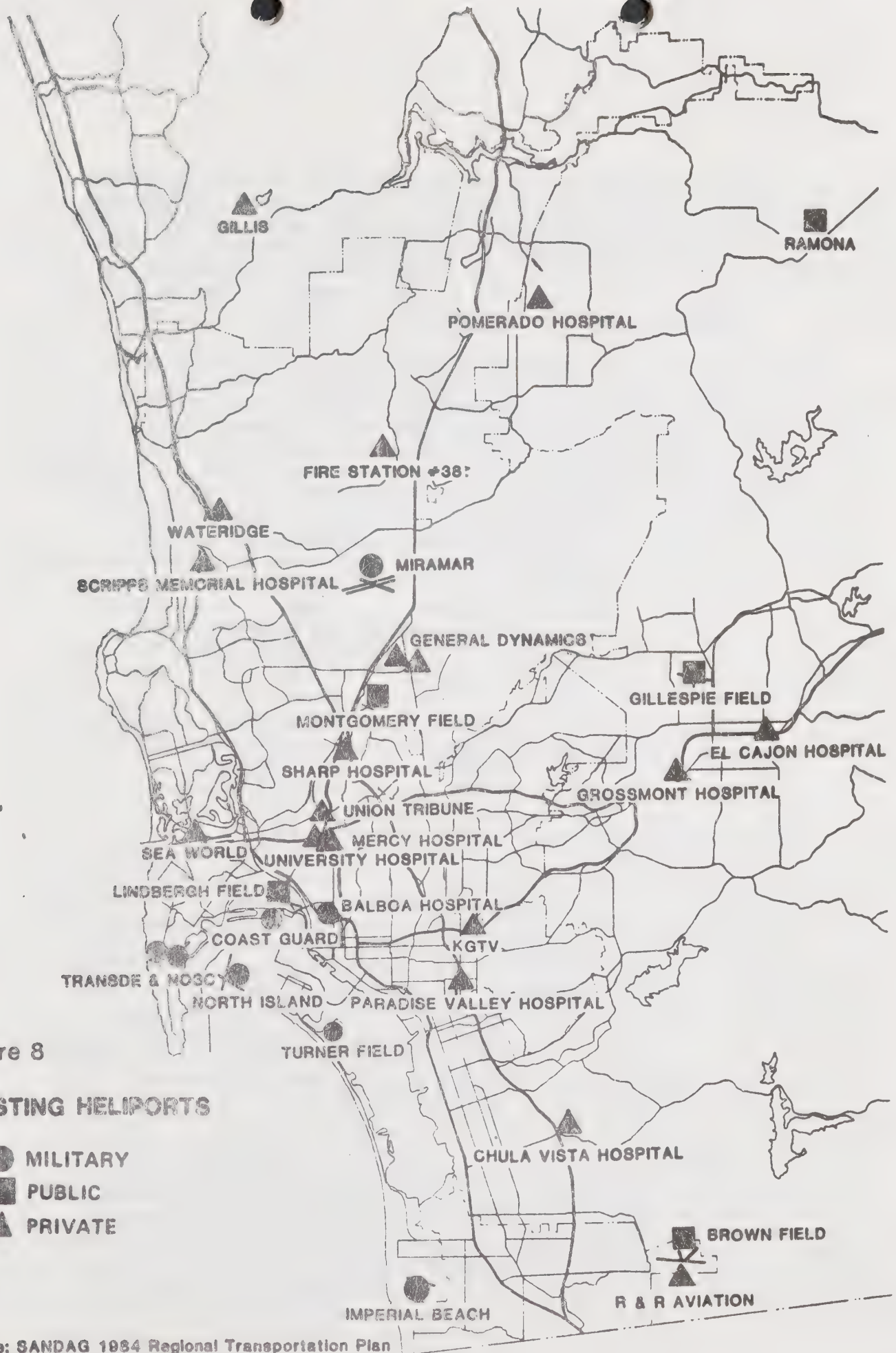


Figure 8

EXISTING HELIPORTS

- MILITARY
- PUBLIC
- ▲ PRIVATE

industrial/commercial sites for private use. Unless properly located and regulated, helicopter facilities could, of course, create airspace management problems as well as localized noise and safety impacts to adjacent properties. Adequate heliport locational criteria and land use compatibility standards for urbanized areas do not presently exist; however, City staff are currently attempting to develop such criteria and standards.

San Diego's airspace is extremely congested, giving rise to concerns for the safety of aircraft passengers and that of the people and property in the communities below. As depicted on Figures 7 and 8, there are a large number of airports and helicopter landing sites in close proximity to each other, some having overlapping control areas. The accident risk is increased by the broad mix of high-performance military aircraft, large commercial air carriers, small private planes, and numerous helicopters. Moreover, the potential consequences of an accident, the tragic loss of life and property, are significantly increased by the intensity of urban development around these airports and beneath the major airways. These factors demand carefully considered decisions regarding airspace use and management, future development of aviation facilities, and the planning and regulation of land uses.

Airports, because of their associated environmental impacts, are seldom regarded as desirable community assets by the people living and working nearby. Nonetheless, civilian air transportation and military aviation are important components of San Diego's economy. The visitor industry, many business activities, and the personal travel demands of San Diego residents are all tied to the availability of conveniently located commercial aviation facilities. Military aviation not only serves an essential national defense purpose, but provides a number of civilian jobs and secondary economic benefits to San Diego. Viewed in this perspective, the need to protect the continued usability of San Diego's airports takes on increased importance. Urban encroachment, including incompatible types of uses, overly intensive development, and excessive building heights, could constrain airport operations and ultimately force closure and relocation. Lindbergh Field and NAS Miramar appear the most vulnerable in this regard due to the substantial developmental activity occurring nearby.

Contrary to general belief, the Federal Aviation Administration (FAA) has no authority to regulate or control the use of land around airports. That responsibility rests with the local land use agency empowered to adopt and enforce land use plans and zoning regulations. To insure the safety of aircraft and the efficient utilization of navigable airspace, the FAA advises project sponsors and the local agency whether a proposed

development would be an obstruction to air navigation; and, if so, whether the obstruction would create a hazard. However, it is the local agency which must consider the issues of public safety and airport usability, and decide whether and under what conditions to approve projects.

Studies of general aviation activities indicate a growing regional demand for facilities to accommodate the basing of private aircraft and the increasing number of flight operations. Sufficient capacity will be available for the next twenty years if existing airports are fully developed as planned, but additional facilities will be needed beyond that time period. Airport design requirements and inherent environmental impacts are such that few utilizable sites remain within or near the metropolitan area. Therefore, if a new general aviation airport is ever to be developed in San Diego, it would be advisable to find an appropriate location as soon as possible, and to designate and protect the site to ensure its future availability and the compatibility of surrounding land uses.

Bicycles and Pedestrians

Walking and bicycling are both important means of adult and youth transportation in San Diego. Regional travel studies show that pedestrian and bicycle trips each exceed the number of trips made by transit today. Moreover, travel forecasts indicate that nonmotorized transportation will increase significantly and will continue to outpace transit ridership.

The currently designated Regional Bikeway System proposed to accommodate increased bicycle travel is shown on Figure 9. Bicycle facilities within the City of San Diego are designated and shown in each community plan. Additionally, the Council has adopted a Master Bikeway Facility Map which depicts bikeways identified in adopted community plans, those recommended by community planning committees but not yet appearing in adopted plans, and facilities added to provide continuity of travel. This map is presently being updated and will be coordinated with the General Plan and community plans.

The bicycle is a very economical and efficient form of transportation that is highly suited for use in urban areas. It is inexpensive to own and operate, needs little space for use or storage, requires minimal support facilities, conserves energy resources, and generates virtually no noise or air pollution. Pedestrian travel is even more benign, and involves less personal expense and public cost. These transportation modes provide the most economical and compatible means of accommodating travel demand within high density communities. Combined with the use of transit, they can provide access and mobility throughout most areas of the city and region.

ORANGE COUNTY

RIVERSIDE COUNTY

SAN DIEGO COUNTY

Figure 9

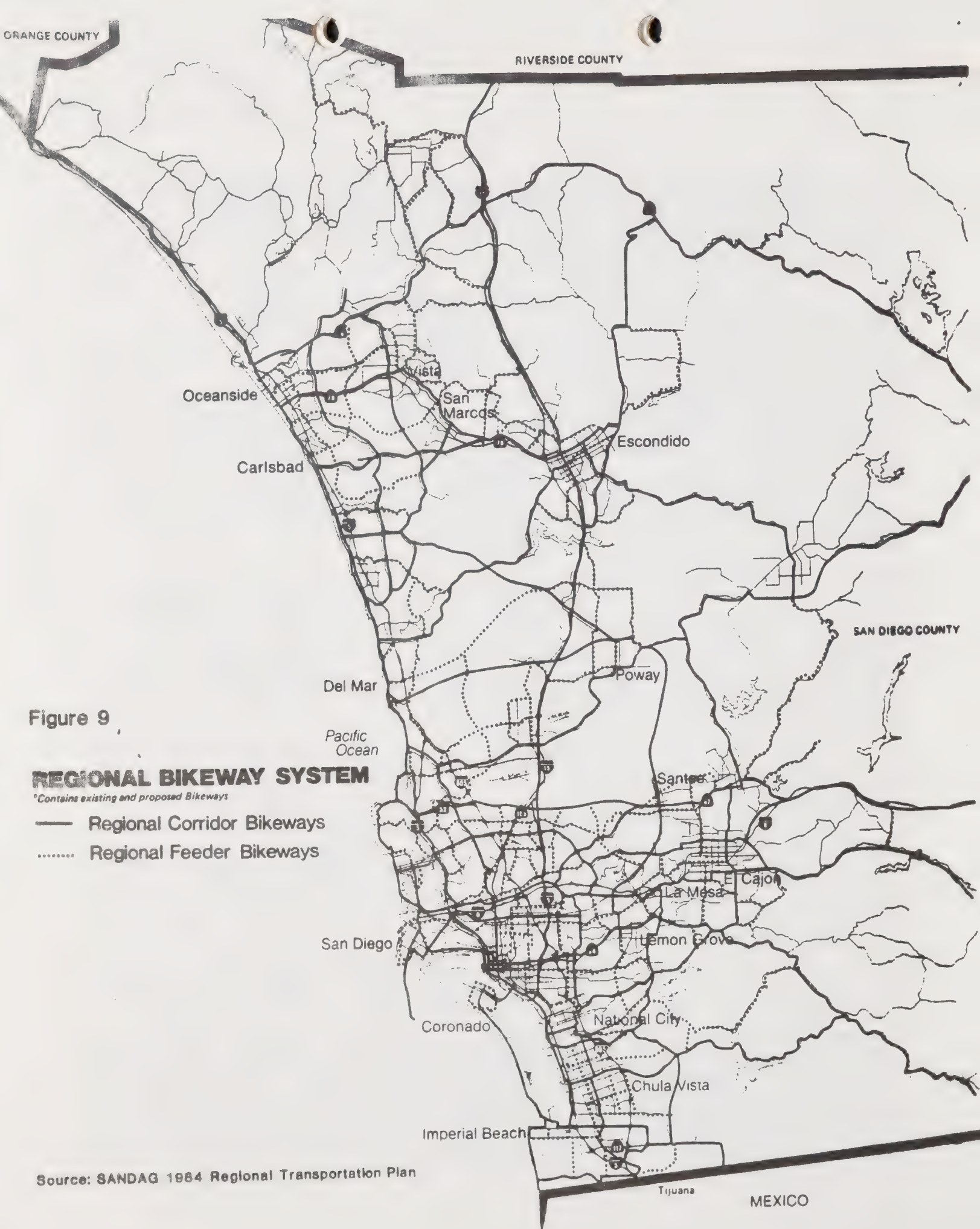
REGIONAL BIKEWAY SYSTEM

**Contains existing and proposed Bikeways*

— Regional Corridor Bikeways

..... Regional Feeder Bikeways

Source: SANDAG 1984 Regional Transportation Plan



The typically shared use of a right-of-way by motorists, cyclists, and pedestrians frequently gives rise to concerns for user safety. Where feasible, separate portions of the right-of-way are designated for the exclusive use of each mode of travel; even so, crossings and other potential conflicts are sometimes unavoidable. Cyclists are usually separated from motor vehicles by only a line painted on the street, with no physical barrier to prevent thoughtless or accidental intrusions. Conflict may also arise where cyclists and pedestrians travel the same path, as often occurs in recreational areas when parks and beaches are heavily used and on residential district sidewalks. In most cases, these kinds of problems can be resolved through design standards which provide for physically separated facilities and controlled intersections.

The normal range of bicycle and pedestrian travel is somewhat limited. It is important, therefore, that bikeways and pedestrian ways provide the most direct feasible access to neighborhood activity centers, major transportation routes, and other travel destinations. Facilities independent of the street system are sometimes needed because of San Diego's topography, and are particularly useful from the ends of long cul-de-sacs or to provide access through intervening developments, parks, and open space areas.

The lack of secure parking facilities has been identified as a significant barrier to the use of the bicycle for travel or for access to other modes of transportation. Bike lockers or other secure storage facilities cost very little, however, and help reduce the demand for expensive auto parking at many work places, shopping areas, and other activity centers. They can also reduce auto traffic congestion and parking demand at major transportation terminals, trolley stations, transit centers, and major bus stops.

Walking within an urban community should be a pleasant and enjoyable experience, an opportunity for healthful exercise and quiet relaxation on the way to work, shopping, or other destinations. Instead, the pedestrian must often contend with annoying vehicular noise and fumes from the adjacent street; narrow and irregular sidewalk surfaces; and a veritable obstacle course of poles, fire hydrants, and trash containers within the public walkway. Additionally, adequate street lighting for nighttime safety is often lacking, especially at bus stops. Moreover, amenities such as shade trees, landscaping, and comfortable seating areas are infrequently provided in commercial business districts where walking is the normal transportation mode.

Rail

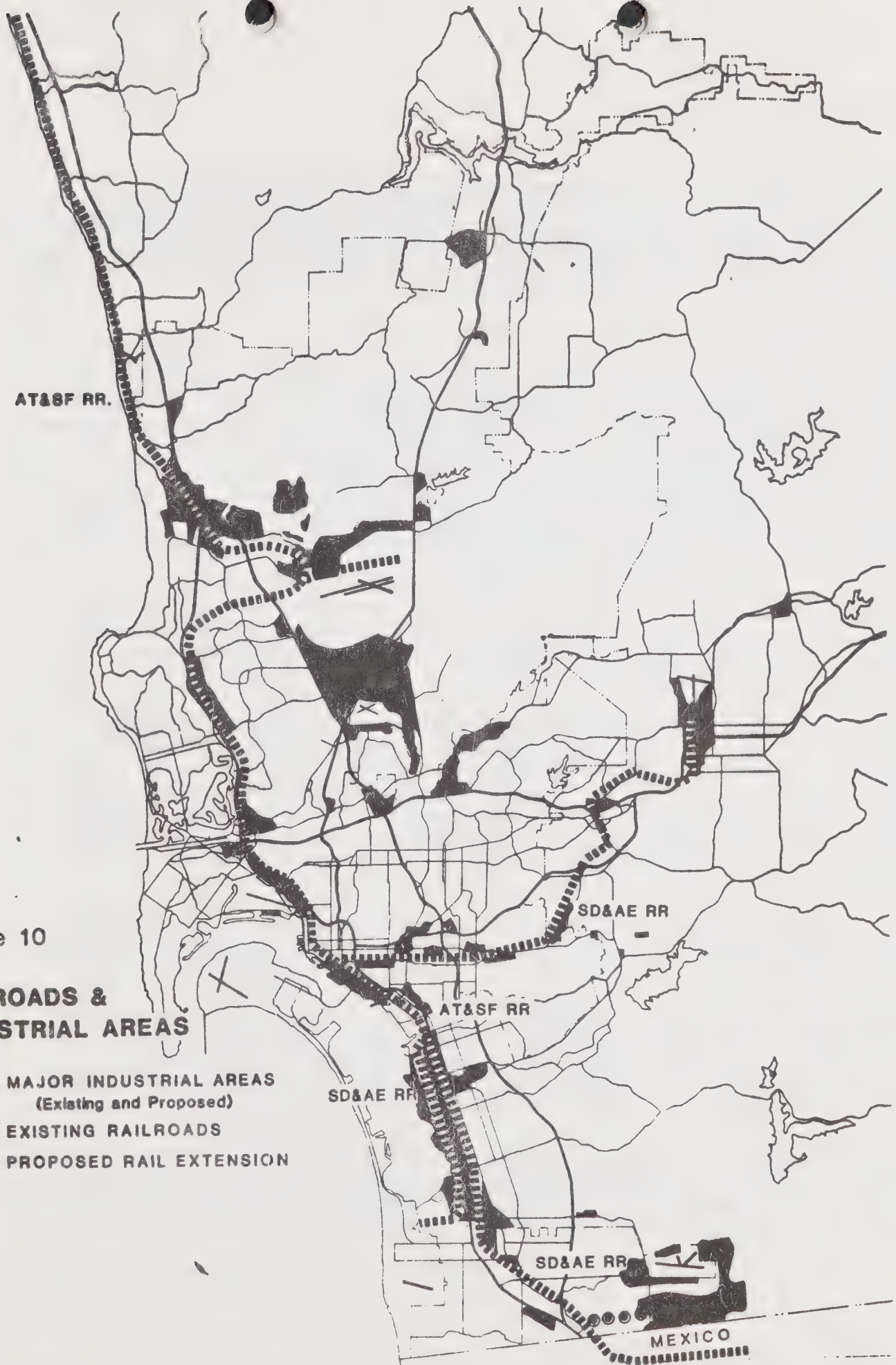
San Diego is served by two railroads, shown on Figure 10 in relationship to major industrial areas. The Atchison, Topeka and Santa Fe main line runs from National City to Los Angeles, where it connects with major continental railroads. The Santa Fe Railway Company provides freight service to the coastal communities along the main line and, from branch lines, serves the inland industrial and farming areas around NAS Miramar, Escondido, and Fallbrook. AMTRAK, the national passenger rail company, uses the Santa Fe tracks to also provide passenger service between San Diego and Los Angeles.

The San Diego and Arizona Eastern main line run from San Diego through Tijuana, Mexico to the Imperial Valley, there connecting with major U.S. and Mexican railways. SD&AE branch lines also run from San Diego to El Cajon and Imperial Beach. This railroad is now owned by the MDTB, which provides freight service through a contract operator. The MDTB uses portions of the SD&AE line to also provide trolley services within the metropolitan area.

Neither of San Diego's railroads provide a high level of service or transport a significant amount of freight. Most freight entering or leaving the region is transported by truck, with resulting impacts on the region's street and highway system. These impacts will likely become more severe as regional growth and development proceed, unless the increased movement of goods can be shifted to rail transport. Intermodal transfer facilities may also need to be developed or improved to accommodate such a shift.

There is, at present, no coordinated long-term plan for the continued development of freight rail transportation in the San Diego region. As a result, potentially desirable rail extensions and freight transfer facilities may be adversely affected, and industrial areas may not be located, designed, and developed so as to gain the benefits of direct rail service. Moreover, where rail and street crossings have not been coordinated in advance, major traffic conflicts can occur. It is important, therefore, that a rail service plan be prepared in advance of or concurrent with the development plans for newly urbanizing areas such as Otay Mesa, where the adopted community plan proposes a rail extension to serve the major industrial area projected near the international border.

Although AMTRAK provides daily passenger service between San Diego and Los Angeles with intermediate stops in Del Mar and Oceanside, relatively few people use this intercity service for commuting between the coastal communities in San Diego County.



However, roads within this travel corridor are becoming increasingly congested and additional travel capacity will be needed. Special commuter trains providing convenient service to the communities along the Santa Fe line between San Diego and Oceanside could help relieve this congestion without the need for extensive rail or station improvements.

Maritime

San Diego Bay (which, together with the adjoining tidelands is administered by the San Diego Unified Port District) is one of the few natural harbors along the entire west coast of the United States. Although naval and recreational vessels regularly ply its waters, commercial shipping is negligible and port facilities, though limited, are greatly underutilized. Most goods and materials arrive and leave the region by truck, adding appreciably to highway congestion and maintenance costs. Several factors contribute to this situation, including: proximity to the major port facilities, transportation hubs, consumptive markets, and industrial centers in the Los Angeles area; minimal production locally and in San Diego's backcountry for foreign export; and limited importation of raw materials normally transported by ship.

Yet, San Diego has the potential to become a major shipping center and play an expanded role in international trade with Mexico and other rapidly developing Pacific Rim countries. This view is supported by San Diego's geographic location, the expandability of its port facilities, the vast supply of nearby land available for industrial development, the existence of a large labor force, and the substantial growth projected for the region.

San Diego's magnificent harbor also offers great potential as both a port-of-call and a base for cruise ship operations. Among the factors contributing to this potential are the bay's aesthetic qualities, as well as the proximity of air and rail passenger terminals, convention and visitor accommodations, and the many attractions nearby. Efforts are presently underway to overcome legal and regulatory impediments, and to develop supporting waterfront facilities in order to accommodate cruise line operators.

The waters of San Diego Bay are relatively shallow, thus requiring the dredging of navigable channels and berthing areas for deep draft vessels. Additional deep water facilities will likely be needed to accommodate increased shipping and larger

commercial and naval vessels. Although existing commercial shipping facilities are not now fully used, an appreciable increase in trade and shipping will necessitate further capital investment in ship and cargo facilities and improved rail and highway transfer facilities.

A substantial number of military personnel and civilian workers commute from San Diego and other bayside communities to the major naval installations located on the Coronado peninsula. Much of this travel previously occurred by ferry, but service was discontinued when the San Diego Coronado Bridge was opened. Today, the bridge is frequently congested, causing long delays in crossing; and the heavy traffic seriously impacts the community of Coronado. The circuitous route around the southern end of the bay provides the only alternative land access. Consequently, the revival of passenger ferry service between Centre City and Coronado-North Island is now being considered.

Noise

Noise may be conveniently defined as unwanted sound. Loudness is the primary characteristic which influences how sound is perceived as well as its actual effects. Other important factors include frequency, pitch, duration, cycle consistency, the presence of masking sounds in the environment, and the sound's familiarity. According to the medical profession, excessive noise may result in permanent physical injury and produce undesirable physiological and psychological effects. Noise can cause tension, nervous fatigue, irritability, depression, and hearing loss. Furthermore, a link has been tentatively established between excessive noise and cardiovascular and digestive disorders. Loud or unusual sounds disturb our sleep, impede our concentration, and interrupt our conversation. Thus, noise interferes with many of our daily activities and diminishes our productivity and our opportunities for relaxation and leisure time pursuits.

The noise of autos, trucks, buses, and motorcycles emanates from the maze of roads traversing the city. Noise is measured in decibels and frequently expressed in terms of an average Community Noise Equivalent Level (CNEL). Noise levels of 65 decibels CNEL or greater, the accepted threshold of significance, are found along all freeways and many arterial streets in San Diego. Roadway noise often extends for a considerable distance onto adjacent properties, adversely affecting noise-sensitive land uses and constraining potential urban development.

In efforts to control vehicular noise, performance standards for new motor vehicles have been promulgated under federal law and

noise limits for vehicles operated on California's streets and highways have been established by the state. Further, the City of San Diego prohibits the use of certain streets and highways by trucks and other types of vehicles because of noise considerations, and has adopted an ordinance regulating off-road vehicle activity.

Roadway design and vehicle operating characteristics can greatly influence traffic noise levels. Steep grades, high speeds, and impediments to smooth traffic flows are some of the factors that increase vehicular noise. Design features such as spatial buffers and berms, solid walls, or other types of barriers can serve to reduce noise impacts beyond the roadway. Moreover, traffic management techniques including coordinated signal lights, turn lanes, and access controls can minimize noise resulting from frequent vehicular acceleration and deceleration.

Aircraft and helicopter noise is almost as pervasive in San Diego as vehicular traffic noise. While the areas proximate to the City's many airports and helicopter facilities experience greater impacts because of the low altitude of approaching and departing planes, communities located along major airways are, to a lesser degree, also affected by the stream of traffic passing overhead. Large commercial jet aircraft operating out of Lindbergh Field and jet fighters based at NAS Miramar generate extremely high noise levels which constitute San Diego's most serious noise problems.

Lindbergh Field, located in the heart of the city adjacent to the downtown area and other long established communities, has virtually no open land buffer. Consequently, nearby areas are subjected to extreme noise levels ranging up to 80 decibels CNEL. (Individual aircraft, of course, produce substantially greater single event noise levels.) These densely settled, intensely used communities are devoted extensively to noise-sensitive uses. These noise-impacted areas contain: a number of residential neighborhoods; portions of Balboa Park, Mission Bay Park, San Diego Bay, and other outdoor recreation areas; several hospitals and medical offices; a number of schools; and highly populated military training bases. Most of these uses predate the advent of commercial jet aviation and, understandably, did not anticipate the extreme noise levels which currently extend over a wide area. Numerous older structures lack adequate sound insulation to lessen interior sound levels, while virtually nothing can be done to mitigate aircraft noise impacts on the outdoor environment.

Although the introduction of quieter planes into commercial service and the curfew on night operations have helped reduce noise levels at Lindbergh Field, the airport still requires a variance from the California Airport Noise Standards which establish noise limits for civilian airport operations. These regulations require that civilian airport noise levels be reduced so that residential and other noise-sensitive land uses will not be affected by sound levels greater than 65 decibels CNEL by 1986 and thereafter. Lindbergh Field may be unable to fully comply with this requirement, and thus may need an extended variance to continue operation. As a condition thereof, the State may require the airport operator to implement feasible measures to minimize airport noise levels and their effects upon surrounding areas.

Because of the continuing severity and extent of Lindbergh Field's noise impacts, concerted efforts are needed to identify and implement feasible mitigating measures and to prevent the further development of incompatible land uses in the noise-impacted areas.

Noise from military jet aircraft based at NAS Miramar seriously impacts adjacent communities in the northern portion of the City. Miramar was established before the surrounding areas were developed and, with foresight, incorporated a substantial land buffer. Nonetheless, areas beyond the boundaries of the airport are subjected to aircraft-generated noise levels which range up to 80 decibels CNEL. (Single event noise levels are, of course, substantially greater.) The areas adjacent to the airport are occupied primarily by industrial and commercial land uses which are reasonably compatible with the noise environment. However, the more distant areas are devoted largely to single family dwellings, many of which were constructed prior to the enactment of requirements for interior sound insulation. Despite the Navy's efforts to control aircraft noise levels and the City's efforts to ensure compatible development within the surrounding areas, Miramar remains a significant source of noise that adversely affects nearby residents.

Noise levels around San Diego's other airports are not nearly as severe or extensive as those at Lindbergh Field and Miramar. However, they do, in varying degrees, adversely effect the communities in which they are located. Therefore, efforts to control noise emanating from these facilities and to mitigate its impacts on surrounding areas need to be sustained.

Noise from watercraft affects only limited areas of the city, primarily Mission Bay Park and its environs. This area is devoted largely to noise-sensitive land and water uses including outdoor recreation, wildlife preservation, and residences. Mission Bay is the principal center for small boating activities, and on busy days the cumulative noise from speed boats, jet skis, and other motorized watercraft interferes with quiet enjoyment of the park and impacts adjoining residences. The problem is particularly severe during the annual hydroplane racing events and their associated practice sessions.

Railroads are not a major noise problem in San Diego because of the limited number of passenger and freight trains, and the restricted speeds at which these operate within the urbanized areas of the city. Further, the rail lines generally traverse open and/or industrial areas within which there are few noise-sensitive land uses.

Public and private decisions affecting the uses of land in the vicinity of transportation facilities need to take the noise environment into account so that sensitive receptors are not subjected to the adverse effects that excessive noise can create. Ideally, proposed land uses ought to be compatible with current and forecasted levels of noise affecting the site. As indicated in the land use-noise level compatibility chart, Table 2, all land uses are considered incompatible with noise in excess of 75 decibels CNEL. More sensitive land uses such as residences, parks, and libraries are considered significantly impacted by noise in excess of 65 decibels CNEL.

Where overriding factors compel development within excessively noisy areas, adequate mitigation measures need to be incorporated into the design, construction, and operation of the project. The California Administrative Code, Title 25, requires that all new multifamily dwellings constructed within a 60 decibels CNEL contour be sound-insulated so that interior sound levels are not greater than 45 decibels CNEL. Additionally, the San Diego Municipal Code requires all newly constructed single family dwellings within an aircraft-generated 65 decibels CNEL contour to be sound-insulated so that interior noise levels are not greater than 45 decibels CNEL. While these requirements adequately mitigate interior sound levels, they do not attenuate noise in the outdoor environment and, therefore, are not effective methods of achieving compatibility for residential or other land uses where activities are frequently conducted outdoors. Moreover, there is no requirement to ensure that newly constructed single family dwellings will be adequately sound-insulated against excessive roadway noise.

A record of Community Noise Equivalent Levels for the City of San Diego is maintained by the Noise Abatement Division of the Building Inspection Department in accordance with Municipal Code Section 59.5.0206. The Noise Abatement Office reviews all plans for new multifamily dwellings and requires that all City and State noise insulation standards be met. Plans for new single family dwellings are subject to noise insulation standards if constructed within an aircraft generated CNEL contour of 65 decibels or greater.

The CNEL and similar noise impact measurements that average sound levels over specified time periods are adequate for many purposes. However, they understate the impacts from aircraft, helicopters, and other sources which generate extremely loud but relatively infrequent noise levels. In these circumstances, a measurement of noise impact and land use compatibility standards based upon single event noise levels would be more appropriate.

Generally, there are four basic methods for abating noise impacts: quiet the noise source; isolate the noise source; interrupt the noise path; and, protect the receiver.

Quieting certain noise sources may often be successfully achieved through design or the use of mufflers. Noise generated by aircraft and motor vehicles, for example, may be abated through improved design. This method most directly assigns the responsibility to the generator of the noise and therefore appears to be the most equitable.

Noise impact may also be abated by sufficiently separating or isolating the noise source from potential receivers. Wide buffers along freeways, for example, may reduce the noise impact upon the community. Although sufficient isolation of airport noise is difficult if not impossible in already urbanized areas, this method should be a prime consideration in planning new airports. Development may be restricted around airports, or development easements may be placed upon affected land so as to permit only compatible uses.

The noise path may be interrupted by interposing a dense, nonpermeable barrier. Good sound barriers have reasonable mass, and block the line of sight between the noise source and the potential receiver. This method has little practical value in reducing the noise impact outdoors from aircraft flying overhead.

The noise problem may also be abated by protecting the receiver with acoustical structures, enclosures, or construction techniques. The latter include noise-resistant wall insulation, heavy window glazing, and air conditioning to minimize window

openings. However, insulating residences for the purpose of protection against extremely loud noises, such as those generated by aircraft close to an airport, would be expensive and would not achieve an acceptable outdoor auditory environment.

GOALS

- * A FLEXIBLE, EVOLVING TRANSPORTATION SYSTEM, THE IMPLEMENTATION OF WHICH RETAINS FULL CONSISTENCY WITH CITY AND REGIONAL DEVELOPMENTAL GOALS.
- * A TRANSPORTATION SYSTEM THAT IS IN BALANCE WITH THE TYPES AND INTENSITIES OF LAND USES THAT IT SERVES.
- * A COORDINATED, MULTIMODAL TRANSPORTATION SYSTEM CAPABLE OF MEETING INCREASING NEEDS FOR PERSONAL MOBILITY AND GOODS MOVEMENT AT ACCEPTABLE LEVELS OF SERVICE.
- * A TRANSPORTATION SYSTEM THAT IS SAFE, FUNCTIONAL, EFFICIENT, ENVIRONMENTALLY ACCEPTABLE, AND AESTHETICALLY PLEASING.
- * ASSURED REVENUES TO COVER THE COSTS OF CONSTRUCTING, OPERATING, AND MAINTAINING PLANNED TRANSPORTATION FACILITIES AND PROVIDING NEEDED TRANSPORTATION SERVICES.
- * A CONVENIENT, REGIONALLY COORDINATED TRANSIT SYSTEM THAT IS RECOGNIZED AS AN ESSENTIAL PUBLIC SERVICE BECAUSE OF ITS PERVASIVE SOCIAL, ECONOMIC, AND ENVIRONMENTAL BENEFITS.
- * A STREET AND HIGHWAY SYSTEM WHOSE COMPONENTS ARE CONSISTENT WITH THE CHARACTER OF THE AREA TRAVERSED AND SUITABLE FOR THE TYPE AND VOLUME OF TRAFFIC SERVED.
- * AVAILABILITY OF PARKING FACILITIES SUFFICIENT TO MINIMIZE, IF NOT ELIMINATE, ANY MEASURABLE CONTRIBUTION TO TRAFFIC CONGESTION.
- * REALIZATION OF THE PORT OF SAN DIEGO'S POTENTIAL AS A COMMERCIAL SHIPPING CENTER.
- * REDUCTION OF TRANSPORTATION NOISE TO A LEVEL THAT IS TOLERABLE AND NO LONGER CONSTITUTES A THREAT TO THE PUBLIC HEALTH AND GENERAL WELFARE.

GUIDELINES AND STANDARDS

Streets and Highways

Design standards for each type of City street have been adopted by the City Council and incorporated into Council Policy 600-4. These standards, shown in Table 1, are mainly applicable to new construction, but are also used as guides whenever improvements are made to existing streets and highways.

- * Design street and highway facilities to accommodate forecasted travel demand at acceptable levels of service (service level C or above).
- * Evaluate proposed streets and highways on the basis of demonstrated need and consistency with growth management goals.
- * Where appropriate, include rights-of-way for designated high-occupancy vehicle lanes and/or rail transit lines in new urban freeways and expressways.
- * Incorporate transit, rideshare, bicycle, and pedestrian facilities in the design plans for new streets and highways and, where feasible, in the plans for improving existing roads.
- * Give priority to bus and rail transit vehicles in the design, improvement, and operational management of streets and highways.
- * Emphasize aesthetics and noise reduction in the design, improvement, and operational management of streets and highways.
- * Observe the following guidelines, where consistent with safety standards, in the location and design of new streets and highways and, to the extent practicable, for improvements to existing facilities:
 - Establish general road alignments and grades that respect the natural environment and scenic character of the area traversed.

Table 1
STREET DESIGN STANDARDS

Functional Street Classification	Number of Lanes	Approx. Max. ADT	R.O.W. Widths	Curb-to-Curb (or Other) Width	Median Width	Shoulder Width	Minimum Radius of Curve	Maximum Grade	Minimum Design Speed (1)
Primary Arterial	6	50,000	122' (1)	102'	14'	8'	1,000'	7%	55
	4	30,000	98' (2)	78'	14'	8'	1,000'	7%	55
Major Street	6 (3)	40,000	122' (4)	102'	14'	8'	850'	7%	50
	4	25,000	98' (4)	78'	14'	8'	850'	7%	50
	4	20,000	92'	72' (5)	12'	8'	850'	7%	50
Collector Street	4	10,000	84-92' (6)	64'-72' (7)	0-12'	8'	500'	12% (8)	35
	2	5,000	60-70' (9)	40-50' (9)	0'	8'-13'	500' (10)	12% (8)	30
Local Street (11)									
Industrial	2	2,000	64'	44'	0'	10'	200'	8%	
Residential	2	2,200	60'	40'	0'	8'	100'	15%	
	2	1,200	56'	36'	0'	8'	100'	15%	
	2	700	52' (12)	32' (12)	0'	8'	100'	15%	
	2	200	50' (13)	30' (12)	0'	8'	100'	15%	
Skewways									
Separated Facility	2	-	14' to 16'	8'-12' (13)	0'	2'-3'	15'	7%	
In Roadway—Painted (14)	2	-	(15)	5'-8'	0'		15'	Grade of St.	
Alley	2	-	20'	20'	0'		100'	15%	
Sidewalk	2 (16)	-	-	4'-5' (17)	0'			Grade of St.	

- Includes, but not limited to, horizontal and vertical curves, intersection and driveway sight distance. Design practice shall be in accordance with current CALTRANS Design Manual.
- Full control of access from abutting property.
- Can be used where property owners elect and are authorized to construct additional lanes to convert a four-lane primary arterial to a major street in order to gain access.
- Access and parking control at critical locations. Additional width required for double left-turn lanes.
- Travel lanes are 11'.
- Ninety-two feet (92') required where left-turn lanes are needed.
- Travel lanes 12', except at locations with left-turn lanes where travel lanes are 11'.
- Eight percent (8%) in commercial and industrial areas. No fronting residential property permitted in areas where the grade is more than 10%.
- Seventy foot (70') R.O.W. and 50' curb width in industrial area.
- If the grade is 10% or less, a minimum curve radius of 375 feet may be used if there are no fronting residences in the area. If the grade is 6% or less, the minimum curve radius is 375 feet, or 300 feet if superelevation is provided.
- Frontage roads or other single loaded streets: R.O.W. and curb widths may be reduced in residential areas to provide streets of 47/32' (5,000 ADT), 43/28' (1,200 ADT) and 41/26' (700 and 200 ADT). R.O.W. may be reduced 5' in commercial or industrial areas with no decrease in curb width.
- Where no parking will be allowed, curb to curb width may be reduced to 24' with right-of-way width of 44' (R.O.W. 34' where sidewalks are provided separately from streets).
- Twelve foot (12') facility where substantial amount of traffic volume is anticipated (e.g., near schools).
- One-way traffic on each shoulder, no parking. Separation from traffic lane consists of 6" white line.
- Requires either parking prohibition or additional 5' R.O.W. and 5' paving for each lane, with parking retained. Normally, parking prohibition option will be used only when abutting property is either not developable or does not front on street.
- Sidewalk on each side except on single loaded streets.
- Minimum clear unobstructed width: 4' residential areas, 5' in commercial and industrial areas and on all four or six lane streets (excludes curb top width, fire hydrants, light poles, transformers, etc.).

*NOTE - These are standards applicable primarily to newly developing areas without unusual terrain problems. In difficult terrain and in older developed areas where flexibility is required, deviations may be approved by the City Engineer.

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- Utilize curvilinear alignments and landscaped median strips to reduce visual monotony.
 - Provide adequate rights-of-way for scenic lookouts, and obtain scenic easements to ensure the preservation of scenic views.
 - Preserve trees and other scenic features in the median and along the roadside.
 - Avoid or minimize disturbances to desirable natural landforms.
 - Contour manufactured slopes to blend with the natural topography.
 - Promptly replant exposed slopes and graded areas to avoid erosion and unsightliness.
 - Employ vegetational screens to mask objectionable views.
 - Select landscape designs and materials on the basis of their aesthetic qualities, compatibility with the surrounding area, and low water demand and maintenance requirements.
 - Utilize signs, lights, furniture, and other accessories suitable for their locations.
 - Place utility lines underground wherever possible, and sensitively site those that must be placed aboveground.
- * Increase the efficiency of existing streets and highways by adequate maintenance and appropriate design and operational improvements. A principal objective should be to minimize heavy traffic congestion (level of service E or below) and to increase overall average vehicle speeds.
 - * Improve traffic signal operations by optimizing signal timing; interconnecting signalized intersections along arterial streets; and installing computerized master traffic signal control systems in intensively utilized areas.

Parking

- * Manage on-street parking in intensively utilized areas to ensure the equitable allocation of parking among competing users. In residential areas give priority to local residents. In Center City and in other major employment areas, give priority to rideshare vehicles.

Transit

- * Continue working with transit operators to determine the type and level of transit services to be provided within San Diego, and to coordinate such services with the regional transit system.
- * Coordinate the location and design of major development projects with both current and planned transit facilities and services.

Airports

- * Do not permit general aviation activity to adversely affect commercial aviation use and safety at Lindbergh Field.
- * Give air safety the highest priority in the planning and management of the airport system.
- * Evaluate proposed airports and heliports on the basis of demonstrated need; effect on air safety; and their noise, safety, and other impacts on surrounding land uses.

Bicycles And Pedestrians

The City of San Diego uses the guidelines and standards developed by CALTRANS for the planning and implementation of bikeways. These general planning criteria provide that when planning for street and highway improvement, consideration should be given to the bicycle as a potential part of the traffic mix, whether or not the road includes a designated bikeway. The City has three bikeway classifications, standards for which are summarized in Table 1.

Additional guidelines and standards for pedestrian paths and sidewalks are presented in the Urban Design Element.

- * Include in community plans a system of bicycle and pedestrian facilities of a type appropriate to the area to be served.
- * Coordinate community bicycle and pedestrian facilities in a city-wide and/or region-wide network for continuity of travel.
- * Concentrate bicycle and pedestrian facilities in areas containing the largest number of prospective users.
- * Coordinate bicycle and pedestrian facilities with other modes of transportation. Emphasize safe convenient access, facilities for secure bicycle storage, and, where possible, bicycle carry-on service.

- * Design and maintain bicycle and pedestrian facilities for user convenience and safety.

Maritime

- * Coordinate the location and design of passenger ferry terminals with other components of the transportation system to ensure convenient multi-modal access and adequate parking.

Noise

Standards for land use compatibility with various noise levels have been adopted by the Council and are presented in Table 2. These standards are based upon accepted thresholds of significance and apply to noise from any source. They are used by the City in land use planning and zoning, in the regulation of development, and in conducting environmental reviews.

- * Consider both current and projected noise levels in determining land use compatibility.
- * Design and manage transportation facilities to minimize their noise impacts on surrounding uses.

RECOMMENDATIONS

The following recommendations for Council action relate to those aspects of transportation planning and implementation over which the City of San Diego has jurisdictional authority and responsibility.

Streets and Highways

- * Protect rights-of-way for designated future streets and highways through all practicable means.
- * Seek addition of the following prioritized list of designated future freeways and expressways to the Regional Transportation Plan and/or the State Highway System, and urge the timely adoption of route locations to facilitate protection of needed rights-of-way:
 - Route 52 from Santo Road to State Route 67
 - Route 680 from Interstate 15 to State Route 56
 - Route 125 from State Route 54 to State Route 117

Table 2
LAND USE-NOISE LEVEL COMPATIBILITY STANDARDS

		Annual Community Noise Equivalent Level in Decibels					
Land Use		50	55	60	65	70	75
1	Outdoor Amphitheaters (may not be suitable for certain types of music.						
2	Schools, Libraries						
3	Nature Preserves, Wildlife Preserves						
4	Residential-Single Family, Multiple Family, Mobile Homes, Transient Housing						
5	Retirement Home, Intermediate Care Facilities, Convalescent Homes						
6	Hospitals						
7	Parks, Playgrounds						
8	Office Buildings, Business and Professional						
9	Auditoriums, Concert Halls, Indoor Arenas, Churches						
10	Riding Stables, Water Recreation Facilities						
11	Outdoor Spectator Sports, Golf Courses						
12	Livestock Farming, Animal Breeding						
13	Commercial-Retail, Shopping Centers, Restaurants, Movie Theaters						
14	Commercial-Wholesale, Industrial Manufacturing, Utilities						
15	Agriculture (except Livestock), Extractive Industry, Farming						
16	Cemeteries						



COMPATIBLE
The average noise level is such that indoor and outdoor activities associated with the land use may be carried out with essentially no interference from noise.



INCOMPATIBLE
The average noise level is so severe that construction costs to make the indoor environment acceptable for performance of activities would probably be prohibitive. The outdoor environment would be intolerable for outdoor activities associated with the land use.

- * Support designation of the following State highways as nonchargeable Interstate highway routes in order to expedite their funding and timely completion:
 - Route 15 from Interstate 5 to Interstate 8
 - Routes 117 and 125 from Interstate 5 to the Otay Mesa Border Crossing
- * Direct staff to include within the North City/San Dieguito sphere of influence study a reevaluation of the appropriate road network for the study area, including alternative corridor alignments for Route 728 from Interstate 5 to Route 680.
- * Direct staff to identify implementable alternatives to relieve existing and projected traffic congestion, especially in the east-west travel corridors between State Routes 54 and 94.
- * In programming capital improvements, give priority to projects associated with heavily congested, high volume arterial streets in urbanized areas.
- * Support metering of urban freeway ramps, including preferential bypass lanes for buses and rideshare vehicles, provided that adjacent City streets would not be adversely affected.
- * Support federal and state programs to improve motor vehicle fuel efficiency and emission performance as strategies to conserve energy and improve air quality.
- * Support ridesharing to relieve traffic congestion, reduce parking demand, conserve energy, and improve air quality. Give priority to facilities and services which encourage ridesharing for work and school trips in intensively utilized areas of the City.
- * Authorize preparation and implementation of comprehensive guidelines and standards to encourage aesthetic considerations in urban street and sidewalk design and complementary improvements on adjacent private property.
- * Authorize preparation of a program to obtain official scenic highway designation on recommended state highways, to designate scenic routes along proposed City thoroughfares, and to adopt measures to protect aesthetic qualities within scenic corridors.

Parking

- * Authorize preparation and implementation of comprehensive parking policies, plans, and management programs for Centre City and other intensively utilized areas where appropriate.
- * Establish public and encourage private off-street parking facilities to serve intensively utilized areas.
- * Prohibit on-street parking in intensively utilized areas and along heavily travelled routes where traffic cannot otherwise be accommodated at an acceptable level of service.
- * Provide and/or encourage a planned system of low-cost park and ride lots to be located at convenient community centers, along heavily travelled roads, and at bus and rail transit stations in order to facilitate and encourage transit use and ridesharing.

TRANSIT

- * Encourage and support intensified efforts to greatly increase transit patronage; thereby reducing traffic congestion, parking demand, energy consumption, and air pollution.
- * Support the improvement of bus transit service at the fastest rate consistent with demonstrable travel demand and available capital and operating funds.
- * Support efforts to increase the effectiveness and productivity of transit services.
- * Support coordination of regional, local, paratransit, and rural transit services to facilitate efficient and convenient travel throughout the region.
- * Support establishment of regionally significant transit routes based on travel demand, without regard to district or jurisdictional boundaries.
- * Authorize studies, in cooperation with SANDAG, MTDB, and SDTC to identify, designate, and maintain preferred bus transit service corridors.
- * Support the extension of transit services to newly developing areas as early as practicable.
- * Support efforts to increase accessible transit services and facilities for the elderly, disabled, and other transportation disadvantaged persons. Demand-responsive

services should be provided when accessible fixed-route transit cannot efficiently meet passenger needs.

- * Protect rights-of-way for designated rail transit routes and stations through all practicable means.
- * Support expansion of the rail transit system at the fastest rate consistent with demonstrable travel demand and available capital and operating funds.
- * Authorize revision of the transportation element of the Centre City Community Plan to better accommodate rail transit service, as well as to improve overall access and mobility within the downtown area.
- * Review and, if appropriate, modify land use designations, zoning patterns, and development policies in the vicinity of fixed transit facilities to obtain the maximum developmental benefits derivable from such facilities. Give priority to the review of areas around bus and rail transit stations.

Airports

- * Support development of commercial aviation facilities to adequately accommodate forecasted air passenger and cargo demands.
- * Support continued designation of Lindbergh Field as the region's commercial air carrier airport. If at some time in the future all or a major portion of NAS Miramar is no longer required for national defense, pursue aggressively the use of that facility as the region's air carrier airport.
- * Support establishment of a Group I Terminal Control Area at Lindbergh Field to help ensure the safest and most effective management of San Diego's congested airspace.
- * Improve highway and transit access to the terminal areas of Lindbergh Field, and support development of adequate airport parking facilities.
- * Support adoption of airport master plans and comprehensive land use plans for Lindbergh Field and other airports in the San Diego area.
- * Provide general aviation facilities to accommodate forecasted general aviation demand within the limitations of federal and state funding, user fees, and environmental constraints.

- * Proceed with development of Montgomery and Brown Fields in accordance with their respective master plans.
- * If deemed appropriate, designate and protect a future general aviation airport site to ensure its continued availability and compatibility with surrounding land uses.
- * Protect public use and military airports from encroachment by incompatible land uses that limit the continued usability of the airport facilities or unduly constrain the orderly development of air transportation.
- * Protect NAS Miramar from incompatible encroachment, both to support its national defense mission and to preserve the potential use of this facility as the region's air carrier airport.
- * Limit building heights and land use intensities beneath airport approach and departure paths to protect public safety.

Bicycles and Pedestrians

- * Develop and encourage bicycle and pedestrian facilities as integral parts of the transportation system, thereby providing alternatives to automobile travel.
- * Encourage bicycling and walking through educational, marketing, and promotional programs.
- * Require convenient pedestrian and bicycle access and secure bicycle storage facilities in all major activity centers such as schools, parks, libraries, shopping centers, office buildings and employment centers.
- * Prohibit on-street parking where necessary and appropriate to provide safe bikeways.
- * Give priority to the development of bicycle and pedestrian facilities which serve basic transportation (versus recreational) needs in order to maximize the positive impacts on air quality and energy conservation.
- * Authorize preparation of plans to improve pedestrian circulation within existing communities, with such plans to be implemented in cooperation with adjoining property owners and public transit operators, where appropriate.

Rail

- * Support cost-effective, environmentally sound passenger rail service between San Diego and Los Angeles, and encourage physical and operational improvements to reduce travel times.
- * Support improvement of transfers between passenger rail and feeder transit services.
- * Support improvement of commuter rail service in the coastal corridor between San Diego and Oceanside.
- * Support continuation and improvement of freight service from San Diego to Los Angeles, Imperial County, and Mexico.
- * Authorize preparation and implementation of plans, in cooperation with railroad operators, for providing freight service to major industrial areas in San Diego.
- * Protect rights-of-way for planned rail extensions through all practicable means.
- * Support development and improvement of facilities for the efficient transfer of goods among rail, water, air and truck transportation modes.

Maritime

- * Urge the U. S. Army Corps of Engineers to maintain and improve the navigable waterways of San Diego Bay to ensure their continued usability by commercial and military shipping.
- * Support an aggressive program to increase international trade to more productively utilize San Diego's port facilities.
- * Urge the San Diego Unified Port District to improve and expand ship and cargo facilities so as to keep pace with growth in trade and shipping.
- * Support development and marketing of facilities to accommodate a major cruise ship industry in San Diego.
- * Support the reinstitution of passenger ferry service between San Diego and Coronado-North Island.
- * Urge the San Diego Unified Port District to maintain and improve rail, highway, transit, and bicycle access to the marine terminals and surrounding employment areas.

Noise

- * Ensure that land use designations, zoning, and specific project development plans are consistent with adopted land use-noise level compatibility standards.
- * Ensure that mitigation measures needed to achieve compatibility with the noise environment are made enforceable conditions of project approvals.
- * Eliminate as soon as practicable incompatible land uses in areas adversely impacted by aviation noise by reducing noise levels, converting land uses, or by successfully mitigating the noise impact to noise-sensitive uses.
- * Encourage the San Diego Unified Port District to undertake an Airport Noise Control and Land Use Compatibility (ANCLUC) study to determine all feasible noise mitigation measures for Lindbergh Field.
- * Vigorously pursue the implementation of all feasible noise mitigation measures at Lindbergh Field to minimize its adverse impacts upon surrounding communities.
- * Increase enforcement of restrictions on off-road vehicle use to eliminate this source of noise from local neighborhoods.
- * Authorize a planning study to determine whether new residential uses should be sound-attenuated in noise environments above 60 decibels CNEL.
- * Authorize formulation and implementation of land use compatibility standards, including single event noise levels.

FINANCING

- * Aggressively pursue all potential sources of funding, including private sector participation to finance the construction, operation, and maintenance of needed transportation facilities and services. Give priority to maximizing federal and state transportation funds to the San Diego region, and to increasing local flexibility and discretion in the use of such funds.
- * Support legislation to increase state highway revenues as needed to maintain and rehabilitate the existing state highway system, to match all available federal highway funding, and to fund all new construction and right-of-way programs identified in current state and regional transportation plans and improvement programs.

- * Support measures to increase local street and highway revenues as needed to fund all road reconstruction, operational, and maintenance costs; the construction of new roads in existing developed communities; and along with developer contributions, road construction in newly developing areas.
- * Support legislation to increase transportation user and benefit fees, and to index such fees to keep pace with inflation, in order to provide the additional revenues for needed transportation facilities and services.
- * Support measures to develop and implement a continuing funding program, including private sector participation and an equitable fare structure, to fund the construction, operation, and maintenance of transit facilities and services.
- * Support the evaluation and implementation of innovative transportation financing mechanisms such as local tax increment districts, benefit assessment districts, and joint development and use of transportation centers.
- * Continue to require the dedication and/or improvement of transportation facilities in conjunction with the subdivision of land, negotiated development agreements, and developer financing plans in the planned urbanizing communities.
- * Support establishment of community landscape improvement and maintenance districts.

* * * * *

OPEN SPACE PRESERVATION AND DEVELOPMENT OF SENSITIVE LANDS

(This section was added by Council adoption on December 11, 1984, Resolution R-262128).

Sensitive Land

In addition to the hillside review, floodplain and agricultural zoning tools which help ensure proper development of obviously sensitive areas, planned development permits are utilized.

The intent is not to apply any of these regulatory methods solely for the purpose of preserving open space lands. Instead, these controls will be exercised when site conditions exist which preclude standard zoning patterns and practices. For example, adverse geologic formations may preclude or make development on a portion of the site difficult; preservation of natural drainage may cause cluster of development on one portion of the site; the need for visual relief from contiguous development may be achieved by shifting development on a site. In summary, given the fact that development will occur on sensitive lands, alternative methods outside of standard zoning may ensure the best use of the site while protecting public health and safety.

- Require a planned development permit on sites when sensitive landforms or soils are known or found.
- Include in community plans the areas where planned development permits should be required.

Community Plans

The preservation of open space and the development of sensitive lands are major concerns of The City of San Diego as has been stated in this element. The City has adopted Council policies aimed towards acquisition and retention of lands for open space purposes as well as ordinances designed to restrict development in certain sensitive areas. Given the general nature of this Element, and the other elements of the Progress Guide and General Plan, and given the unique neighborhood characteristics of each of San Diego's communities, an Open Space Element for each community would be appropriate to assure that the goals of this Element and the purpose of Council policies will be applied to each community.

Recommendation

Establish an Open Space and Sensitive Land Element for each community plan with specific criteria on which to identify open space and sensitive land areas; to describe their function,

their purpose, and develop a specific recommendation of either retention or development.

Definitions

Sensitive Lands — Identify in each Community Plan lands of significant environmental value because of the steepness of the topography (which enhances its contribution to the urban form and aesthetic character of the community, and which makes development difficult without extensive disturbance), certain biological habitats (which have significant value for wildlife or are the locations of high interest plant species), geological hazards (which may require substantial grading to correct), erosion concerns (where disturbed soils may be unusually difficult to stabilize or revegetate), and visual prominence of the area (its contribution to defining the predominant community character or its relationship to parks or open space areas).

Policy

It is a policy that every community plan and specific plan shall contain an Open Space and Sensitive Land Element to include the following:

1. Acknowledge the general character of the community as being either urbanized or planned urbanizing as established in The Progress Guide and General Plan.
2. Identify and map all hillsides, canyons, water resources, bluffs, beaches, farm land, parks, open space areas, natural resources, and special urban spaces.
3. Areas identified on the Open Space Retention List should be listed, their order of priority, and the recommended method of retention identified.
4. Describe the primary functions of the open space area, as well as the goals for the area.
Possible uses and goals include:
 - a. preservation and/or management of natural resources;
 - b. outdoor recreation;
 - c. historic and cultural preservation;
 - d. control of urban form and design; and
 - e. scenic and aesthetic enjoyment.
5. Identify and describe potential development conflicts and development opportunities associated with each open space system, with recommendations designed to reduce such conflicts.

6. Identify specific methods of implementation. These methods would include:

- a. Placing area on the Open Space Retention List;
- b. Rezoning to a zone which will maintain open space characteristics of the land;
- c. Overlying the Hillside Review Zone on sensitive slopes having prominent features and panoramic vistas as well as reviewing and updating the existing Hillside Review Zone to assure accuracy;
- d. Creating special development regulations for the open space system;
- e. Zone floodway, floodplain fringe or sensitive coastal resource, as appropriate;
- f. Require that sensitive areas be placed in a permanent open space easement or given in fee to the City either through the subdivision or planned development permit process; and
- g. Develop specific development guidelines for those areas slated for development.

7. Provide phasing plan for implementation of the recommendations contained within the Open Space Element.

Define all terms and strengthen long range planning review of current planning projects.

9. Each area shall be evaluated using the following criteria. These criteria can be used to develop specific recommendations for each area:

URBAN FORM CONSIDERATIONS

A. General Plan Consistency

As stated in this Element, "the extent, character, intensity and pace of urbanization" should be considered. Open space areas adjacent to fully developed communities, versus areas only partially developed or undeveloped, receive high consideration for retention of land character and open space corridors.

B. Community Identity

1. Retention of Open Space

Land designed as open space on which subdivisions or improvements are proposed would receive high consideration for retention.

Lesser consideration would be given to urban area land which is not subject to

immediate development pressure, to areas not expected to urbanize within the near future, or to land which is zoned agricultural or floodway.

2. Lack of Parks in Neighborhoods - Areas deficient in General Plan population based park standards would receive a higher consideration for retention than areas meeting those standards.

C. Size and Area Considerations

1. Length and Area - provide an objective measurement that is easily calculated. Respond to the need to differentiate open space and sensitive lands that:

- a. importantly contributes to City identity or otherwise possesses City-wide value or utility; or
- b. primarily serves to define or separate community areas and has both City-wide and community value; or
- c. serves to define or separate neighborhoods within their respective communities and thus has mainly community value; or
- d. serves to provide focus and identity within neighborhoods.

2. Urban Form - San Diego's canyon and hillside open spaces give form to its urbanization, while also providing visual or psychological relief. These criteria measure how the open space gives form to what otherwise would be:

- a. continuous urban development;
- b. how the open space buffers or physically demarcates one community from another and how much the open space possesses in terms of scenic and aesthetic attractiveness;
- c. whether the open space would provide a useable linkage directly to other open space or park area;
- d. and whether the varied terrain and natural drainage systems may be used in guiding or controlling the form of development.

D. Scenic Criteria

Scenic criteria consider whether the area:

1. is primarily in its natural state, and its preservation would maintain or enhance

the conservation of natural or scenic resources;

2. has outstanding scenic and visual qualities;
3. has quality long vistas either to or from the open space,
4. provides for scenic and visual enjoyment or relief from continuous urban development;

E. Access and Recreation Potential

1. **Access** - is evaluated against both the number and quality of potential public access points into an open space area. Considerations include:
 - a. whether the physical access can be provided without disruption to adjacent development;
 - b. whether the physical access point is on a local, collector or major street;
 - c. whether the physical access is of safe grade for both pedestrian use and maintenance services; and
 - d. whether the access qualities are purely visual from public spaces.

2. **Recreational Potential** - also recognizes areas particularly suited to recreational activities, such as those containing streams and trails. The most consideration is given to areas that offer multiple recreational uses such as pedestrian, bicycle and equestrian trails, open play areas, picnicking, etc.

F. Environmental Considerations

1. **Fauna and Flora Features** - Areas where endangered animals and vegetation are located, and highly vegetated areas, such as those with many or varied trees and flora.
2. **Geological Features**
Geological open space capitalizes on our City's geological features - mountain ranges, drainage systems, river valleys, and coastal plains. It also includes safety considerations, such as earthquake fault zones and other geological hazards such as steep areas of unstable soil. Areas identified as "moderate" (C), "high" (D), or "variable" (BC or AC) risk zones as identified on the geotechnical land use capability maps referenced by the Seismic Safety Element of the General Plans shall be mapped.

1. The first part of the report is a general introduction to the subject of the study. It discusses the importance of the study and the objectives of the research.

2. The second part of the report is a detailed description of the methodology used in the study. It includes information about the sample size, the data collection methods, and the statistical analysis techniques.

3. The third part of the report is a discussion of the results of the study. It presents the findings of the research and discusses their implications for the field of study.

4. The fourth part of the report is a conclusion and a summary of the main findings of the study. It also includes recommendations for further research.

5. The fifth part of the report is a list of references. It includes all the sources of information used in the study.

6. The sixth part of the report is an appendix. It contains additional information that is not included in the main body of the report.

7. The seventh part of the report is a glossary. It defines the key terms and concepts used in the study.

8. The eighth part of the report is a list of figures and tables. It includes all the visual aids used in the study.

9. The ninth part of the report is a list of abbreviations. It defines the abbreviations used in the study.

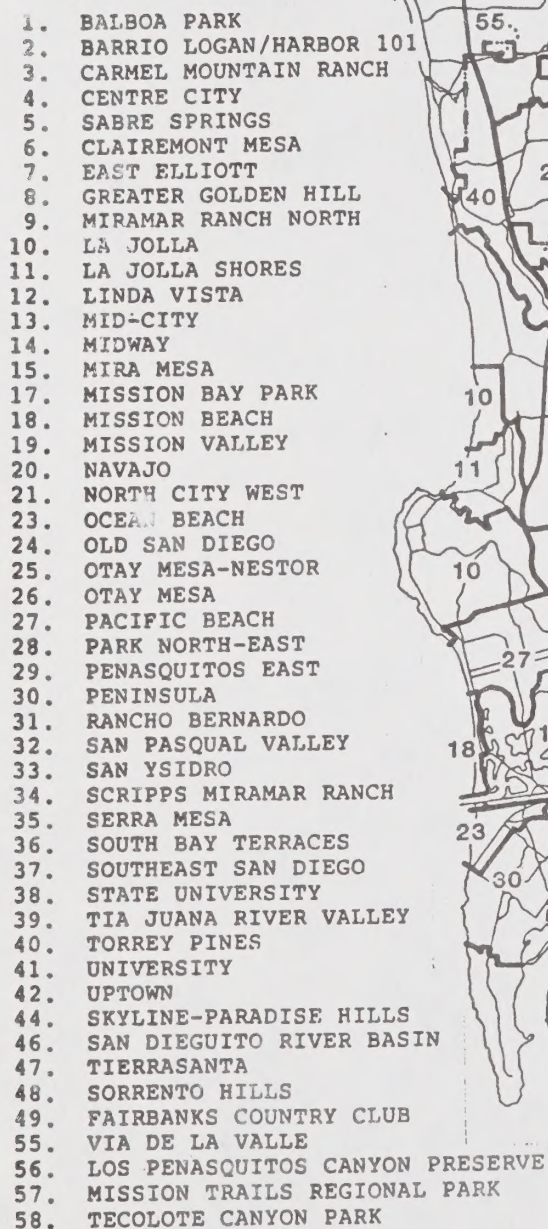
10. The tenth part of the report is a list of acknowledgments. It thanks the people and organizations that helped in the study.

11. The eleventh part of the report is a list of appendices. It includes all the additional information that is not included in the main body of the report.

12. The twelfth part of the report is a list of references. It includes all the sources of information used in the study.

13. The thirteenth part of the report is an appendix. It contains additional information that is not included in the main body of the report.

14. The fourteenth part of the report is a glossary. It defines the key terms and concepts used in the study.



PLANNED AREAS



C124893961



PLANNED AREA

1960-1965